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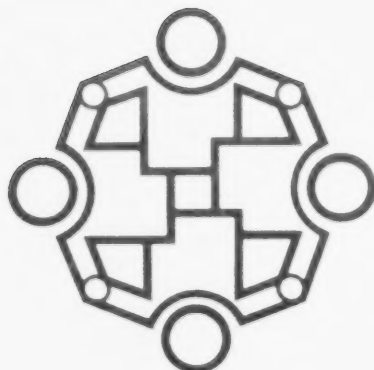


U.S. Department of Justice  
Law Enforcement Assistance Administration  
*Office of Juvenile Justice and Delinquency Prevention*

# Reports of the National Juvenile Justice Assessment Centers

## Juveniles in Detention Centers and Jails:

An Analysis of State Variations  
During the Mid 1970's



J26.27:

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Juvenile Delinquency Prevention Experiments: A Review and Analysis

U.S. Department of Justice  
Law Enforcement Assistance Administration  
*Office of Juvenile Justice and Delinquency Prevention*

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*National Institute for Juvenile Justice and Delinquency Prevention*

# **Reports of the National Juvenile Justice Assessment Centers**

## **Juveniles in Detention Centers and Jails:**

**An Analysis of State Variations  
During the Mid 1970's**

by  
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August 1980

best copy available

This report was prepared by the National Center for the Assessment of Alternatives to Juvenile Justice Processing of the School of Social Science Administration, University of Chicago, under Grant Number 77JN-99-0002 from the National Institute for Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U. S. Department of Justice. Points of view or opinions in this document are those of the authors and do not necessarily represent the official position or policies of the U. S. Department of Justice.

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## TABLE OF CONTENTS

|                                                                     | Page |
|---------------------------------------------------------------------|------|
| List of Tables.....                                                 | iv   |
| List of Maps.....                                                   | v    |
| Acknowledgments.....                                                | vi   |
| Foreword.....                                                       | vii  |
| Introduction.....                                                   | 1    |
| Sources of Data.....                                                | 1    |
| Limitations of Data.....                                            | 2    |
| Juveniles Admitted to Secure Facilities:                            |      |
| Detention Centers and Jails.....                                    | 3    |
| Juveniles Admitted to Detention Centers.....                        | 5    |
| Juveniles Admitted to Adult Jails.....                              | 11   |
| Juveniles Admitted to Secure Facilities<br>(Centers and Jails)..... | 15   |
| Arrests, Referrals to Court, and Use of<br>Secure Detention.....    | 23   |
| Status Offenders in Secure Detention.....                           | 27   |
| Factors Associated with Detention.....                              | 35   |
| Zero-Order Correlations.....                                        | 35   |
| Partial Correlations.....                                           | 37   |
| Multiple Regression.....                                            | 41   |
| Juveniles in Detention Centers, 1966 to 1975.....                   | 43   |
| Summary of Findings and Conclusions.....                            | 47   |
| Summary of Findings.....                                            | 47   |
| Conclusions.....                                                    | 49   |
| Notes.....                                                          | 59   |
| Appendix: Data Sources.....                                         | 65   |
| Bibliography.....                                                   | 73   |

# List of Tables

|                                                                                                                                                    | Page |
|----------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 1. Annual Number of Juvenile Admissions to<br>Detention Centers, by State.....                                                                     | 6    |
| 2. Ranked Distribution: Annual Rates of<br>Admissions to Juvenile Detention Centers,<br>by State.....                                              | 9    |
| 3. Number of Juveniles Detained in Jails,<br>by State.....                                                                                         | 12   |
| 4. Ranked Distribution: Annual Rates of Detaining<br>Juveniles in Jails, by State.....                                                             | 16   |
| 5. Annual Number of Juveniles Detained in<br>Detention Centers and Jails, by State.....                                                            | 18   |
| 6. Ranked Distribution: Annual Rates of Detaining<br>Juveniles in Detention Centers and Jails, by State.....                                       | 20   |
| 7. Differences between Expected and Actual Numbers<br>of Juveniles Admitted to Detention Centers and Jails,<br>by LEAA Administrative Regions..... | 22   |
| 8. Ranked Distribution: Ratio of Juvenile Detentions<br>to Those Referred to Court Intake.....                                                     | 24   |
| 9. Ranked Distribution: Ratio of Juvenile Detentions<br>to Juvenile Arrests, by State.....                                                         | 26   |
| 10. Number and Percent of Status Offenders in Detention<br>Centers and Jails in 1975, by State.....                                                | 28   |
| 11. Number of Status Offenders Detained Annually in<br>Detention Centers and Jails, by State.....                                                  | 30   |
| 12. Ranked Distribution: Annual Rates of Detaining Status<br>Offenders in Centers and Jails, by State.....                                         | 33   |
| 13. Zero-Order Correlations.....                                                                                                                   | 36   |

|                                                                                                                                        |    |
|----------------------------------------------------------------------------------------------------------------------------------------|----|
| 14. Partial Correlations.....                                                                                                          | 39 |
| 15. Explained Variance of Predictor Variables on<br>Center and Jail Detention Rates.....                                               | 42 |
| 16. Number of Juveniles in Detention Centers and<br>Number of Detention Facilities, by State:<br>1966, 1971, 1973, 1974, and 1975..... | 45 |
| 17. Rates of Center Detention per 100,000 Juveniles,<br>by State: 1966, 1971, 1973, 1974, and 1975.....                                | 46 |

#### List of Maps

|                                                                                                                                            |    |
|--------------------------------------------------------------------------------------------------------------------------------------------|----|
| 1. Quartile Distribution: Annual Rates of<br>Detaining Juveniles in Detention Centers,<br>by States, Mid-1970s.....                        | 10 |
| 2. Quartile Distribution: Annual Rates of<br>Detaining Juveniles in Jails, by States,<br>Mid-1970s.....                                    | 17 |
| 3. Quartile Distribution: Annual Rates of<br>Detaining Juveniles in Centers and<br>Jails, by States, Mid-1970's.....                       | 21 |
| 4. Quartile Distribution: Annual Rates of<br>Detaining Juveniles for Status<br>Offenses in Centers and Jails,<br>by States, Mid-1970s..... | 34 |

### Acknowledgments

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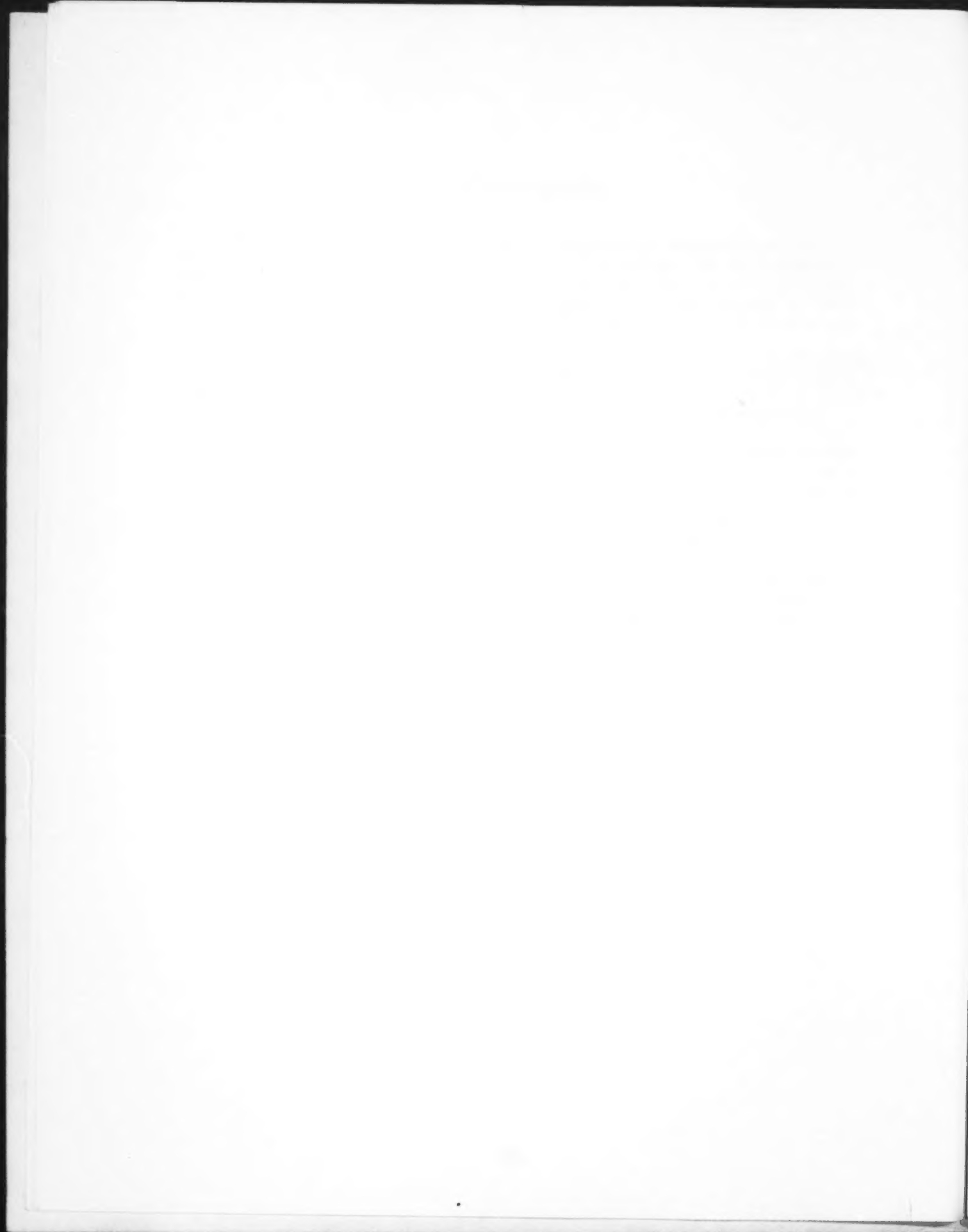
## FOREWORD

The U.S. Office of Juvenile Justice and Delinquency Prevention established an Assessment Center Program in 1976 to partially fulfill the mandate of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, to collect and synthesize knowledge and information from available literature on all aspects of juvenile delinquency.

This report concerns the use of detention for juveniles during the mid-1970's. Based on a review of State Plans, states' monitoring reports on the deinstitutionalization of status offenders, and published and unpublished studies, this report summarizes the extent to which juveniles have been admitted to detention centers and jails in the various states. The extent to which use of secure detention is associated with rates of arrest and referrals of juveniles to court is examined as well.

The assessment efforts are not designed to be complete statements in a particular area. Rather, they are intended to reflect the state-of-knowledge at a particular time, including gaps in available information or understanding. Each successive assessment report then may provide more general insights on a cumulative basis when compared to other reports. It is our hope that each report represents an important contribution to what is known about juvenile delinquency and society's response to it.

James C. Howell, Director  
National Institute for Juvenile Justice  
and Delinquency Prevention  
Office of Juvenile Justice and  
Delinquency Prevention



## Introduction

This report describes and explains differences among states of the United States in their use of secure detention centers and jails for juvenile offenders during the mid-1970s.<sup>1</sup> Total numbers admitted annually and rates (per 100,000 aged 5 through 17) of admissions to detention centers and jails are reported. Information on the use of secure detention for alleged status offenders is provided separately. Finally, trends in the use of juvenile detention centers from 1966 to 1975 are reported.

The first section of this report lists data sources and explains some of the problems and limitations of the information. The second through fifth sections contain the findings of this study; the final section summarizes them and discusses their implications.

### Sources of Data

This report is based on data from many sources. Statistics on numbers of juveniles referred to court intake and on numbers detained in secure detention facilities and adult jails were extracted from published and unpublished state documents. The Appendix lists by state the seventy-five documents used. The Uniform Crime Reports (UCR) program of the Federal Bureau of Investigation provided special tabulations of arrests of persons under 18 years of age, by state.<sup>2</sup>

Primary sources of information were the 1978 Comprehensive Criminal Justice Plans prepared by the planning agencies of individual states for the Law Enforcement Assistance Administration (LEAA) and the 1977 State Monitoring Reports on Deinstitutionalization of Status Offenders.<sup>3</sup> Four other sources

of data have been used, in addition to state documents. The National Center for Juvenile Justice's 1977 Respondents Panel - State Profile Questionnaire<sup>4</sup> and Arthur Little and Associates' Responses to Angry Youth<sup>5</sup> report supplemented data not available in state documents. For the trend analysis, data for 1966 were obtained from Pappenfort and Kilpatrick's A Census of Children's Residential Institutions in the United States, Puerto Rico, and the Virgin Islands: 1966.<sup>6</sup> Information for 1971, 1973, 1974, and 1975 came from Children in Custody<sup>7</sup> reports of the United States Department of Justice.

Data from so wide a variety of sources are subject to numerous problems and hence should be used with care. The following section addresses some of the limitations of the information used in this report.

#### Limitations of Data

The main organizational fact about juvenile justice statistics is that the agencies that produce them lack coordination. In Connecticut, for example, "each of the major segments of the juvenile justice system (police, courts, corrections, community) have distinct systems for recording, reporting, compilation and interpretation of their piece of the data on juvenile delinquency. Each system, therefore, meets its own needs for reporting, with whatever degree of accurateness and reliability is necessary or possible."<sup>8</sup> Rhode Island reports that, "due to a lack of coordinated information gathering for identical time periods, an accurate description, in terms of the number of individuals who enter and are processed through the system on a calendar year basis cannot be offered. Some of the information provided represents calendar year activity, while other data is reported according to fiscal year."<sup>9</sup>

Associated with unstandardized record keeping is the problem of incomplete

data. South Dakota, for example, acknowledged that its data did not include all juveniles detained during the reporting period: 22 percent of its facilities kept no record of numbers. Ten states in all acknowledged undercounts,<sup>10</sup> but one should not assume that data for the rest are complete; indeed, one probably should assume the opposite.

Definitions also are not uniform. A recent analysis of state juvenile statutes found that "the nature of the conduct encompassed by the statutory classification varies widely and only approximates the commonly accepted meanings of the terms 'delinquent' and 'status offense.'"<sup>11</sup> Definitions of truancy illustrate this. Ten states define truancy as delinquent conduct, twenty-five classify it as a status offense, and six do not define truancy in their juvenile codes.<sup>12</sup> Similar differences occur for other types of criminal and noncriminal behavior.

Undercounts in certain states and lack of uniformity in reporting procedures, periods, and definitions each affect the quality of state juvenile justice data. Whatever their limitations, the data are all we have available for an overview of the ways states differ in processing juveniles.

#### Juveniles Admitted to Secure Facilities: Detention Centers and Jails

Secure detention has been defined by others as temporary care in physically restrictive settings pending court adjudication, disposition, or transfer to another jurisdiction or agency.<sup>13</sup> For our purposes secure detention is defined in a way made necessary by the data available--as temporary holding in juvenile detention centers or in adult jails.<sup>14</sup>

Detaining juveniles securely is considered appropriate when the community is endangered by youths who are seen as likely to commit dangerous offenses

or who are viewed as likely to run from court jurisdiction while awaiting adjudication. Thus, two types of youths are considered appropriate for detention: (1) those who might run away, and (2) those who might commit another offense.<sup>15</sup> Jurisdictions, however, differ in the ways in which they use detention. Indeed, detention has been used for temporary shelter for youths needing housing rather than for strict confinement. It has also been used for therapeutic reasons, for punishment, or for "teaching the child a lesson."<sup>16</sup> Clearly, use of secure detention for such purposes is inappropriate. This report has no new information to present on the extent of such misuse.

Concern about misuse and potentially harmful consequences of detention gave impetus to the 1974 Juvenile Justice Delinquency Prevention Act (Public Law 93-415).<sup>17</sup> The Act called for "cessation of the practice whereby juveniles are confined or detained in any institution in which they have regular contact with adult prisoners" (Section 223) (a), (b). It also called for "elimination (within two years following submissions of a state plan) of the use of detention for juveniles charged with offenses that would not be criminal if committed by an adult" (Section 223) (a), (12). The Juvenile Justice Amendments of 1977 further specified that "juveniles be placed in the least restrictive alternatives appropriate to the needs of the child and the community" and that "facilities be in reasonable proximity to the family and the home communities of such juveniles" (Section 223), (b), (12). Essentially, the amendments clarified what constitutes appropriate alternatives to juvenile detention or correctional facilities and reemphasized the Act's goal of discouraging use of secure facilities for juvenile offenders.

### Juveniles Admitted to Detention Centers

Table 1 displays the numbers of juveniles admitted to detention centers during a year in the mid-1970s for forty-eight states and the District of Columbia. Not all states could provide data for the same year, so the year used--the most recent for which information was available--has been specified in table 1. The years ranged from 1972 to 1977. In all but five states the information pertained to 1975 or 1976. The phrase "during the mid-1970s" is used in discussing the data.

During the mid-1970s about 520,000 juveniles were admitted to detention centers in the states for which information was available. Admissions ranged from the two states of Wyoming and Montana, which had no centers and therefore had no admissions, to Florida, Texas, Ohio, and Washington, each of which admitted over 20,000. California led the nation with a total of 139,423 admissions in 1975. This figure alone represents 27 percent of all admissions to juvenile detention centers. The five states with the largest numbers of admissions (California, Ohio, Texas, Washington, and Florida) accounted for 50 percent of the total. In 1975, however, the number of juveniles living in those five states represented less than 20 percent of the total population of the United States aged 5 through 17. Thus, about half of all admissions occurred in states with less than one-fifth of the juvenile population.

Extreme variations in numbers of admissions to detention centers in the states could have been due merely to differences in the sizes of state youth populations, but they are not. Variation in rates per 100,000 juveniles aged 5 through 17 remains extreme, as may be seen in table 2. The ranked distribution ranges from a low of zero to a high of over 4,500 admissions per 100,000 juveniles. That variability is portrayed in map 1.<sup>18</sup> Indeed, Nevada's

TABLE 1

## Annual Number of Juvenile Admissions to Detention Centers, by State

| State                | Number  | Year    | State          | Number  | Year    |
|----------------------|---------|---------|----------------|---------|---------|
| Alabama              | 8,200   | 1976    | Missouri       | 9,323   | 1975    |
| Alaska               | 452     | 1975    | Montana        | 0       | 1975    |
| Arizona              | 10,723  | 1975    | Nebraska       | 461     | 1975    |
| Arkansas             | 2,234   | 1975    | Nevada         | 6,817   | 1975    |
| California           | 139,423 | 1975    | New Hampshire  | 660     | 1975    |
| Colorado             | 10,970  | 1975    | New Jersey     | 11,484  | 1976    |
| Connecticut          | 2,900   | 1975    | New Mexico     | 4,700   | 1975    |
| Delaware             | 1,869   | 1975    | New York       | 12,010  | 1975    |
| District of Columbia | 3,247   | 1976    | North Carolina | 3,930   | 1975    |
| Florida              | 24,777  | FY75-76 | North Dakota   | 71      | 1975    |
| Georgia              | 18,211  | 1975    | Ohio           | 29,456  | 1975    |
| Hawaii               | 1,798   | 1975    | Oklahoma       | 3,967   | 1972    |
| Idaho                | 1,286   | 1977    | Oregon         | 6,460   | 1975    |
| Illinois             | 14,994  | 1975    | Pennsylvania   | 9,812   | 1975    |
| Indiana              | -       | -       | Rhode Island   | 965     | FY75-76 |
| Iowa                 | 1,104   | FY75-76 | South Carolina | -       | -       |
| Kansas               | 1,955   | 1974    | South Dakota   | 189     | 1975    |
| Kentucky             | 1,158   | 1975    | Tennessee      | 15,468  | 1975    |
| Louisiana            | 4,875   | 1975    | Texas          | 28,394  | 1976    |
| Maine                | 345     | FY74-75 | Utah           | 6,811   | 1975    |
| Maryland             | 7,021   | 1975    | Vermont        | 136     | FY75-76 |
| Massachusetts        | 4,000   | 1975    | Virginia       | 9,563   | FY75-76 |
| Michigan             | 8,458   | 1975    | Washington     | 27,843  | 1976    |
| Minnesota            | 10,935  | 1975    | West Virginia  | 1,631   | 1975    |
| Mississippi          | 1,209   | 1975    | Wisconsin      | 7,625   | 1974    |
|                      |         |         | Wyoming        | 0       | 1975    |
| Total                |         |         |                | 519,887 |         |

TABLE 1 - Continued

- SOURCES.--Alabama, 1977 Monitoring Report, p. 6.  
 Alaska, National Center for Juvenile Justice, Respondents Panel State Profile Questionnaire, p. 11.  
 Arizona, State Profile Questionnaire, p. 16.  
 Arkansas, Arthur D. Little, Cost and Service Impacts of Deinstitutionalization of Status Offenders in Ten States: Responses to Angry Youth, p. 7.  
 California, 1977 Comprehensive Plan, p. 368.  
 Colorado, 1978 Comprehensive Plan, p. 55.  
 Connecticut, 1978 Comprehensive Plan, p. 75.  
 Delaware, State Profile Questionnaire, p. 40.  
 District of Columbia, 1977 Comprehensive Plan, pp. 111-16.  
 Florida, 1978 Comprehensive Plan, p. 125.  
 Georgia, 1978 Comprehensive Plan, pp. 74, 77-78.  
 Hawaii, State Profile Questionnaire, p. 53.  
 Idaho, 1977 Monitoring Report, p. 3.  
 Illinois, 1978 Comprehensive Plan, p. V-24.  
 Iowa, 1977 Monitoring Report, pp. 5-6.  
 Kansas, 1978 Comprehensive Plan, pp. VI-III, 112.  
 Kentucky, State Profile Questionnaire, p. 82.  
 Louisiana, 1978 Comprehensive Plan, p. 201.  
 Maine, Children and Youth Services Planning Project, Comprehensive Blue Print, pp. 152-53.  
 Maryland, Maryland Department of Health and Mental Hygiene, Department of Juvenile Services, Annual Report 1976 Fiscal Year, p. 51.  
 Massachusetts, State Profile Questionnaire, p. 101.  
 Michigan, 1978 Comprehensive Plan, p. III-11.  
 Minnesota, 1978 Comprehensive Plan, p. 79.  
 Mississippi, 1978 Comprehensive Plan, p. 16.  
 Missouri, Missouri Juvenile Officers Association, Comprehensive Survey of Status Offenders and Juvenile Detention in Missouri: 1975, p. 65.  
 Montana, State Profile Questionnaire, p. 121.  
 Nebraska, Nebraska Commission on Law Enforcement and Criminal Justice, Juvenile Offenses Processed by County Courts: Juvenile Court Report - 1976, p. 4.  
 Nevada, State Profile Questionnaire, p. 127.  
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 New Jersey, 1978 Comprehensive Plan, p. 212.  
 New Mexico, State Profile Questionnaire, p. 148.  
 New York, New York Division for Youth Detention Study Unit, Juvenile Detentions in New York State 1977: Policy and Practices, p. 159.  
 North Carolina, 1978 Comprehensive Plan, p. 329.  
 North Dakota, State Profile Questionnaire, p. 163.  
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 Oklahoma, 1978 Comprehensive Plan, p. 345.  
 Oregon, Oregon Law Enforcement Council, Analysis and Recommendation Pertaining to Oregon's Participation in P.L. 93-415, p. 27.  
 Pennsylvania, 1978 Comprehensive Plan, p. B-257.

TABLE 1 .. Continued

Rhode Island, 1978 Comprehensive Plan, p. 39.  
South Dakota, 1978 Comprehensive Plan, p. 166.  
Tennessee, 1978 Comprehensive Plan, p. 666.  
Texas, Texas Judicial Council, Texas Juvenile Probation Report: 1976,  
pp. 47-49.  
Utah, John Howard Association, Unified Corrections Study of the State of  
Utah, Final Report, p. 67.  
Vermont, Robert Squiert, personal correspondence.  
Virginia, 1978 Comprehensive Plan, p. 51.  
Washington, Law and Juvenile Planning Office, 1976 Washington State Juvenile  
Court Statistics and Trend Analysis, p. 3.  
West Virginia, 1978 Comprehensive Plan, pp. 430, 462, 468.  
Wisconsin, 1978 Comprehensive Plan, p. III-20.  
Wyoming, State Profile Questionnaire, p. 239.

NOTE: See Appendix for complete citations.

TABLE 2

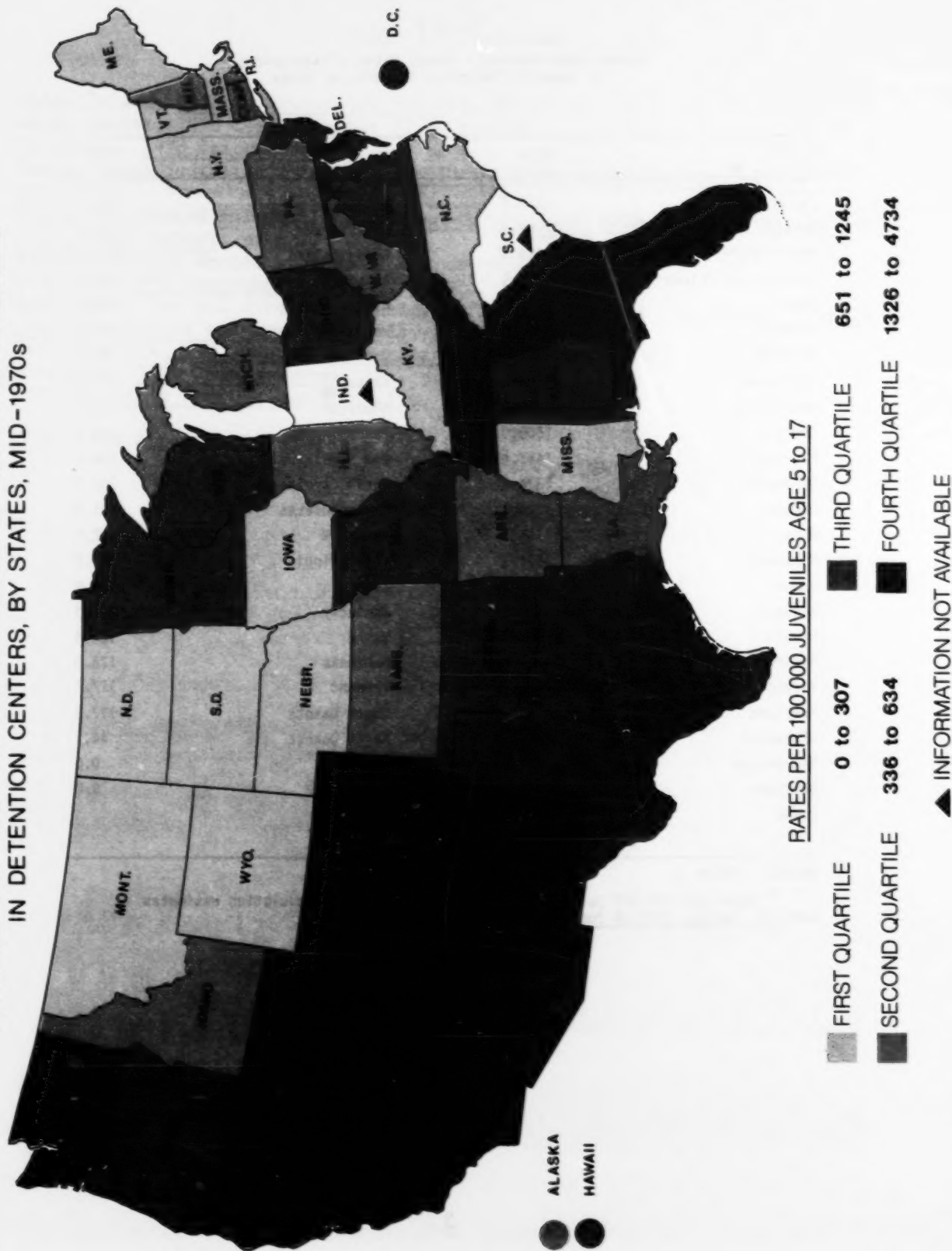
Ranked Distribution: Annual Rates of Admissions  
to Juvenile Detention Centers, by State

| State                | Rate   | State          | Rate  |
|----------------------|--------|----------------|-------|
| California           | 4734.0 | Illinois       | 563.5 |
| Nevada               | 3334.5 | Louisiana      | 490.4 |
| Washington           | 2886.0 | Rhode Island   | 453.1 |
| District of Columbia | 2208.8 | Arkansas       | 450.4 |
| Utah                 | 2169.1 | Alaska         | 443.1 |
| Arizona              | 1982.1 | West Virginia  | 400.7 |
| Colorado             | 1807.3 | Connecticut    | 396.7 |
| Tennessee            | 1599.6 | Kansas         | 377.4 |
| New Mexico           | 1530.9 | Michigan       | 369.7 |
| Georgia              | 1505.0 | Pennsylvania   | 364.8 |
| Florida              | 1417.4 | New Hampshire  | 336.7 |
| Delaware             | 1324.5 | North Carolina | 307.3 |
| Oregon               | 1244.7 | Massachusetts  | 295.4 |
| Ohio                 | 1141.7 | New York       | 292.7 |
| Minnesota            | 1127.3 | Mississippi    | 199.2 |
| Texas                | 953.5  | Iowa           | 159.8 |
| Alabama              | 930.8  | Kentucky       | 143.3 |
| Hawaii               | 864.4  | Maine          | 134.9 |
| Missouri             | 849.9  | Nebraska       | 126.3 |
| Virginia             | 813.2  | Vermont        | 117.2 |
| Maryland             | 701.4  | South Dakota   | 113.2 |
| Wisconsin            | 666.5  | North Dakota   | 44.7  |
| New Jersey           | 664.6  | Montana        | 0.0   |
| Oklahoma             | 651.4  | Wyoming        | 0.0   |
| Idaho                | 633.5  |                |       |

SOURCE: table 1.

<sup>a</sup> Rates per 100,000 juveniles aged 5 through 17. For population estimates see U.S. Census, Current Population Reports Series P-25.

**MAP 1**  
**QUARTILE DISTRIBUTION: ANNUAL RATES OF DETAINING JUVENILES**  
**IN DETENTION CENTERS, BY STATES, MID-1970S**



rate (4,734 per 100,000) is about one hundred times as large as the rate for North Dakota (45 per 100,000). No clear regional pattern emerges other than the inclusion of several western states in the highest quartile and several eastern and plains states in the lowest quartile.

#### Juveniles Admitted to Adult Jails

The National Jail Census conducted by the Department of Justice in 1970 counted 7,800 juveniles in 4,037 American jails on a given day in March of that year.<sup>19</sup> The 1978 Census of Jails and Survey of Jail Inmates counted 2,944 juveniles on a given day in February 1978.<sup>20</sup> These one day counts indicate a decrease of 62.3 percent in the number of juveniles held in adult jails between 1970 and 1978. A survey by the National Council on Crime and Delinquency reported an estimate of 87,951 juveniles jailed during 1965.<sup>21</sup> More recent data on the numbers of juveniles admitted annually to adult jails have not previously been available.

Table 3 reports the numbers of juveniles held in adult jails during the mid-1970s for forty-six states and the District of Columbia. The periods to which the data pertain range from the years 1972 to 1977, but except for two observations at either end the other reports are for the years 1974, 1975, and 1976. During those years, the mid-1970s, approximately 120,000 juveniles were being admitted annually to the adult jails of the states for which information is available. The numbers varied from no such detainees in eight states to over 10,000 in the state of Wisconsin. Ten states with the largest numbers in jails accounted for over 50 percent of the total. In 1975 the number of juveniles living in those same states represented 18 percent of the population of the United States aged 5 through 17, so over

TABLE 3

Number of Juveniles Detained in Jails, by State

| State                | Number | Year    | State          | Number  | Year    |
|----------------------|--------|---------|----------------|---------|---------|
| Alabama              | 4,172  | 1976    | Missouri       | 2,057   | 1975    |
| Alaska               | 988    | 1975    | Montana        | 3,434   | 1975    |
| Arizona              | 0      | 1975    | Nebraska       | 290     | 1975    |
| Arkansas             | 5,106  | 1975    | Nevada         | -       | -       |
| California           | 2,837  | FY76-77 | New Hampshire  | 130     | 1975    |
| Colorado             | 4,750  | 1975    | New Jersey     | 0       | 1975    |
| Connecticut          | 0      | 1975    | New Mexico     | 5,940   | 1975    |
| Delaware             | 0      | 1975    | New York       | 7       | 1975    |
| District of Columbia | 0      | 1975    | North Carolina | 2,706   | 1975    |
| Florida              | -      | -       | North Dakota   | 415     | 1975    |
| Georgia              | 1,769  | 1975    | Ohio           | 7,031   | 1975    |
| Hawaii               | 47     | FY75-76 | Oklahoma       | 2,880   | 1972    |
| Idaho                | 5,548  | 1977    | Oregon         | 5,075   | 1975    |
| Illinois             | 4,785  | 1975    | Pennsylvania   | 3,196   | 1975    |
| Indiana              | -      | -       | Rhode Island   | 0       | 1975    |
| Iowa                 | 4,445  | FY75-76 | South Carolina | -       | -       |
| Kansas               | 1,783  | 1974    | South Dakota   | 1,882   | 1975    |
| Kentucky             | 6,214  | 1974    | Tennessee      | 3,220   | 1975    |
| Louisiana            | 2,352  | FY75-76 | Texas          | 5,195   | 1976    |
| Maine                | 1,054  | 1975    | Utah           | 1,100   | 1975    |
| Maryland             | 785    | 1975    | Vermont        | 0       | 1975    |
| Massachusetts        | 0      | 1975    | Virginia       | 5,584   | FY75-76 |
| Michigan             | 1,177  | 1975    | Washington     | 299     | 1976    |
| Minnesota            | 5,701  | 1975    | West Virginia  | 2,003   | 1975    |
| Mississippi          | 1,675  | 1975    | Wisconsin      | 10,688  | 1974    |
|                      |        |         | Wyoming        | 2,074   | 1975    |
|                      |        |         | Total          | 120,398 |         |

TABLE 3 - Continued

SOURCES.--Alabama, 1977 Monitoring Report, p. 3.  
 Alaska, National Center for Juvenile Justice, Respondents Panel State Profile Questionnaire, Pittsburgh, Pa., p. 11.  
 Arizona, State Profile Questionnaire, p. 16.  
 Arkansas, Arthur D. Little, Inc., Costs and Service Impacts of Deinstitutionalization of Status Offenders in Ten States: Responses to Angry Youth, Washington, D.C., p. 7.  
 California, Report on Juvenile Detentions in Jails, p. 6.  
 Colorado, 1978 Comprehensive Plan, p. 55.  
 Connecticut, 1978 Comprehensive Plan, p. 75.  
 Delaware, State Profile Questionnaire, p. 40.  
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TABLE 3 - Continued

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Utah, John Howard Association, Unified Corrections Study of the State of Utah, p. 67.  
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West Virginia, 1978 Comprehensive Plan, p. 453.  
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Wyoming, State Profile Questionnaire, p. 239.

NOTE: See Appendix for complete citations.

half of all the juveniles detained in adult jails were held in states with less than one-fifth of the juvenile population.

Table 4 ranks states by their rates (per 100,000 population aged 5 through 17) of juveniles admitted to jail. As with rates for detention centers, the variation remains impressive when differences in sizes of state juvenile populations have been controlled. It varies from zero up to 2,733 per 100,000 juveniles in Idaho. Indeed, Idaho's rate is more than one hundred times as large as that for Hawaii (23 per 100,000).

The display of the variability in map 2 reveals no clear regional differences except that, again, several mountain and western states are in the highest quartile and several of the northeastern states are in the lowest. It appears that the northeastern region of the United States used jails less frequently than did other sections of the country: seven of the eight states that do not admit juveniles to adult jails at all are located on the east coast.

#### Juveniles Admitted to Secure Facilities: Centers Plus Jails

The two previous sections reported that two states (Wyoming and Montana) used adult jails exclusively for detaining juveniles and that eight others (Connecticut, Massachusetts, Rhode Island, Vermont, New Jersey, Delaware, Arizona, and the District of Columbia) used detention centers exclusively for such purposes. Most states used both. In table 5 total numbers of juveniles admitted and the percentages put in adult jails and in juvenile detention centers are reported by state. Overall, approximately 651,000<sup>22</sup> juveniles were being held annually in secure detention during the mid-1970s. Of this total, 80 percent were being held in juvenile detention centers and

TABLE 4

Ranked Distribution: Annual Rates of Detaining  
Juveniles in Jails, by State

| State         | Rate <sup>a</sup> | State                | Rate  |
|---------------|-------------------|----------------------|-------|
| Idaho         | 2733.0            | Louisiana            | 236.6 |
| Wyoming       | 2279.1            | North Carolina       | 211.6 |
| New Mexico    | 1934.8            | Missouri             | 187.5 |
| Montana       | 1846.2            | Illinois             | 179.8 |
| South Dakota  | 1126.9            | Texas                | 174.4 |
| Arkansas      | 1029.4            | Georgia              | 146.2 |
| Oregon        | 977.8             | Pennsylvania         | 118.8 |
| Alaska        | 968.6             | Nebraska             | 79.4  |
| Wisconsin     | 934.3             | Maryland             | 78.4  |
| Colorado      | 782.5             | New Hampshire        | 66.3  |
| Kentucky      | 769.1             | California           | 58.7  |
| Iowa          | 643.3             | Michigan             | 51.4  |
| Minnesota     | 587.7             | Washington           | 35.8  |
| West Virginia | 492.1             | Hawaii               | 22.6  |
| Virginia      | 474.8             | New York             | 0.2   |
| Alabama       | 473.5             | District of Columbia | 0.0   |
| Oklahoma      | 472.9             | Arizona              | 0.0   |
| Maine         | 411.7             | Rhode Island         | 0.0   |
| Utah          | 350.3             | Delaware             | 0.0   |
| Kansas        | 344.2             | Connecticut          | 0.0   |
| Tennessee     | 333.0             | New Jersey           | 0.0   |
| Mississippi   | 276.6             | Massachusetts        | 0.0   |
| Ohio          | 272.5             | Vermont              | 0.0   |
| North Dakota  | 261.0             |                      |       |

SOURCE: table 3.

<sup>a</sup> Rates per 100,000 juveniles aged 5 through 17. For population estimates see U.S. Census, Current Population Reports Series P-25.

**MAP 2**  
**QUARTILE DISTRIBUTION: ANNUAL RATES OF DETAINING JUVENILES**  
**IN JAILS, BY STATES, MID-1970S**

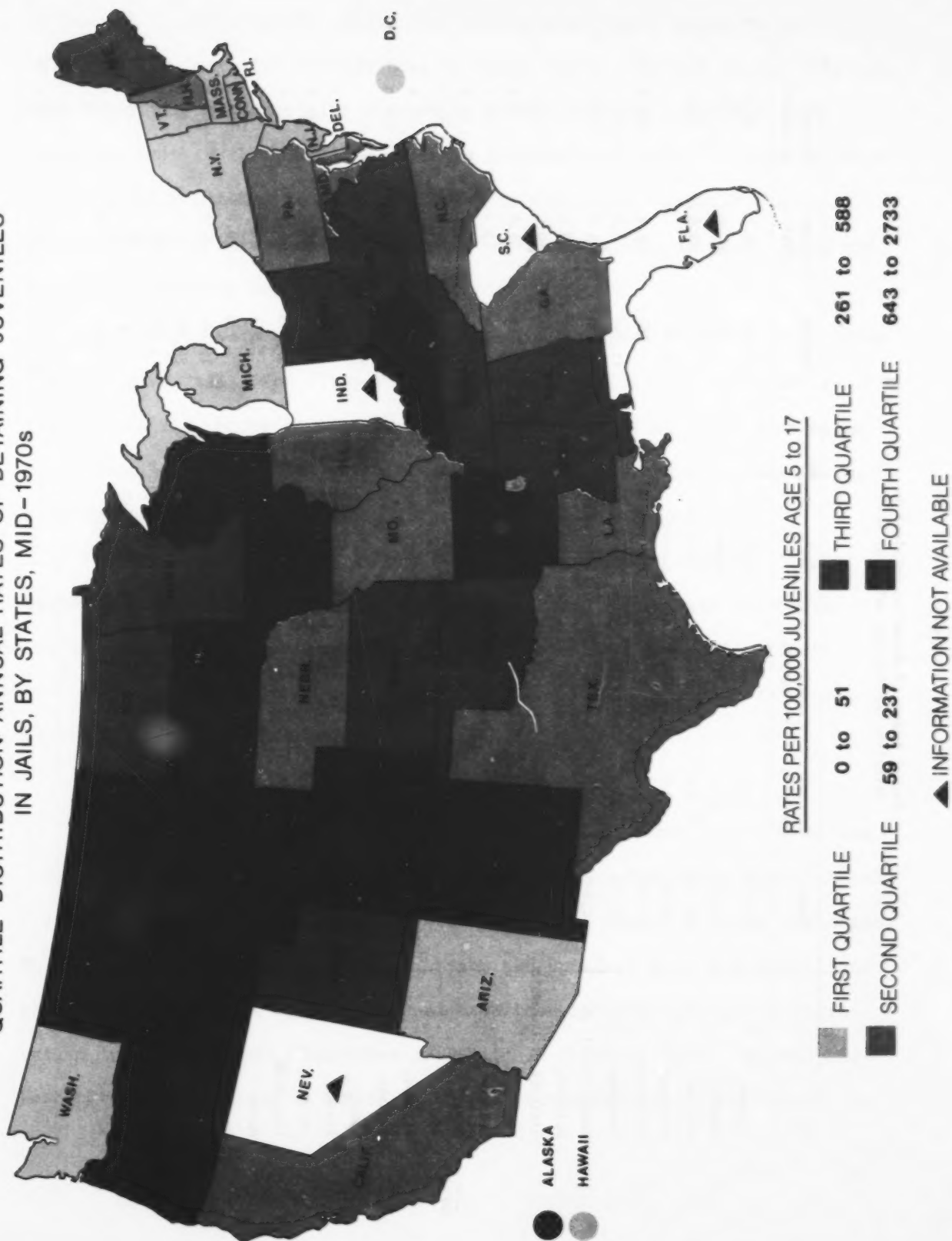


TABLE 5

Annual Number of Juveniles Detained in  
Detention Centers and Jails, by State

| State                | Number <sup>a</sup> | Percent<br>in Jails | Percent<br>in Centers | State          | Number  | Percent<br>in Jails | Percent<br>in Centers |
|----------------------|---------------------|---------------------|-----------------------|----------------|---------|---------------------|-----------------------|
| Alabama              | 12,373              | 33.7                | 66.3                  | Missouri       | 11,380  | 18.1                | 81.9                  |
| Alaska               | 1,440               | 68.6                | 31.4                  | Montana        | 3,434   | 100.0               | 0.0                   |
| Arizona              | 10,723              | 0.0                 | 100.0                 | Nebraska       | 751     | 38.6                | 67.4                  |
| Arkansas             | 7,340               | 69.6                | 30.4                  | Nevada         | 6,817   | -                   | -                     |
| California           | 142,260             | 2.0                 | 98.0                  | New Hampshire  | 790     | 16.5                | 83.5                  |
| Colorado             | 15,720              | 30.2                | 69.8                  | New Jersey     | 11,484  | 0.0                 | 100.0                 |
| Connecticut          | 2,900               | 0.0                 | 100.0                 | New Mexico     | 10,640  | 55.8                | 44.2                  |
| Delaware             | 1,869               | 0.0                 | 100.0                 | New York       | 12,017  | 0.1                 | 99.9                  |
| District of Columbia | 3,247               | 0.0                 | 100.0                 | North Carolina | 6,636   | 40.5                | 59.5                  |
| Florida              | -                   | -                   | -                     | North Dakota   | 486     | 85.4                | 14.6                  |
| Georgia              | 19,980              | 8.9                 | 91.1                  | Ohio           | 36,486  | 19.3                | 80.7                  |
| Hawaii               | 1,845               | 2.6                 | 97.4                  | Oklahoma       | 6,847   | 42.1                | 57.9                  |
| Idaho                | 6,834               | 81.2                | 18.8                  | Oregon         | 11,535  | 44.0                | 56.0                  |
| Illinois             | 19,779              | 24.2                | 75.8                  | Pennsylvania   | 13,008  | 24.6                | 75.4                  |
| Indiana              | -                   | -                   | -                     | Rhode Island   | 965     | 0.0                 | 100.0                 |
| Iowa                 | 5,549               | 80.1                | 19.9                  | South Carolina | 10,803  | -                   | -                     |
| Kansas               | 3,738               | 47.7                | 52.3                  | South Dakota   | 2,071   | 90.9                | 9.1                   |
| Kentucky             | 7,372               | 84.3                | 15.7                  | Tennessee      | 18,688  | 17.2                | 82.8                  |
| Louisiana            | 7,227               | 32.5                | 67.5                  | Texas          | 33,589  | 15.5                | 84.5                  |
| Maine                | 1,399               | 75.3                | 24.7                  | Utah           | 7,911   | 13.9                | 86.1                  |
| Maryland             | 7,806               | 10.1                | 89.9                  | Vermont        | 136     | 0.0                 | 100.0                 |
| Massachusetts        | 4,000               | 0.0                 | 100.0                 | Virginia       | 15,147  | 36.9                | 63.1                  |
| Michigan             | 9,635               | 12.1                | 87.9                  | Washington     | 20,142  | 1.1                 | 98.9                  |
| Minnesota            | 16,636              | 34.3                | 65.7                  | West Virginia  | 3,634   | 55.1                | 44.9                  |
| Mississippi          | 2,888               | 58.1                | 41.9                  | Wisconsin      | 18,313  | 58.4                | 41.6                  |
|                      |                     |                     |                       | Wyoming        | 2,074   | 100.0               | 0.0                   |
| Total                |                     |                     |                       | Total          | 626,223 | 19.9                | 80.1                  |

SOURCE: TABLES 1 and 3.

<sup>a</sup> Total derived by summing numbers in centers and jails.

20 percent in adult jails. In thirty-three states, more juveniles were being held in detention centers than in adult jails; fourteen states detained more than half in adult jails with eight of the fourteen detaining over three-quarters of their alleged juvenile offenders in jails.<sup>23</sup> Such reliance on adult jails appears to be concentrated in the West: seven of the nine states detaining more than three-fourths of the juveniles in adult jails are located in mountain and western states.

The distribution of rates of admission of juveniles to secure facilities (centers plus jails) for forty-eight states and the District of Columbia ranges from 117 secure detentions per 100,000 juveniles to 4,734 (see table 6). Overall, about 1,300 juveniles per 100,000 youth population were being admitted annually to secure facilities during the mid-1970s.

When jail and detention center rates are considered together, clear regional differences emerge. As may be seen in map 3, the western states are in the highest quartile and several eastern states are in the lowest quartile. The pattern is clear: western states detain juveniles in secure facilities at rates higher than other parts of the country.

An expected case analysis indicates which LEAA regions<sup>24</sup> were detaining juveniles, either in centers or jails, above or below the rate for all states for which information was available (see table 7). Region 8 states (Colorado, Montana, North Dakota, South Dakota, Utah, and Wyoming) were detaining 11,680 children and youth that they would not have been had the national rate prevailed in those states. Practices in Region 10 (Alaska, Idaho, Oregon, and Washington) resulted in an excess of 26,162 youths detained. However, it is

TABLE 6

Ranked Distribution: Annual Rates of Detaining  
Juveniles in Detention Centers and Jails, by State

| State                | Rate <sup>a</sup> | State          | Rate   |
|----------------------|-------------------|----------------|--------|
| Nevada               | 4734.0            | Oklahoma       | 1124.3 |
| New Mexico           | 3465.8            | Missouri       | 1037.4 |
| Washington           | 3370.3            | Kentucky       | 912.4  |
| Idaho                | 3366.5            | West Virginia  | 892.9  |
| California           | 2944.7            | Hawaii         | 887.0  |
| Colorado             | 2589.8            | Iowa           | 803.0  |
| Utah                 | 2519.4            | Maryland       | 779.8  |
| Wyoming              | 2279.1            | Illinois       | 743.3  |
| Oregon               | 2222.5            | Louisiana      | 721.6  |
| District of Columbia | 2208.8            | New Jersey     | 664.6  |
| Arizona              | 1982.1            | Maine          | 546.5  |
| Tennessee            | 1932.6            | North Carolina | 518.8  |
| Montana              | 1846.2            | Kansas         | 490.1  |
| Minnesota            | 1715.1            | Pennsylvania   | 483.6  |
| Georgia              | 1651.2            | Mississippi    | 475.8  |
| Wisconsin            | 1600.8            | Rhode Island   | 453.1  |
| South Carolina       | 1549.9            | Michigan       | 421.1  |
| Arkansas             | 1479.8            | New Hampshire  | 403.1  |
| Ohio                 | 1414.2            | Connecticut    | 396.7  |
| Alaska               | 1411.8            | North Dakota   | 305.7  |
| Alabama              | 1404.3            | Massachusetts  | 295.4  |
| Delaware             | 1325.5            | New York       | 292.7  |
| Virginia             | 1288.0            | Nebraska       | 205.7  |
| South Dakota         | 1240.1            | Vermont        | 117.2  |
| Texas                | 1127.9            |                |        |

SOURCE: table 5.

<sup>a</sup> Rates per 100,000 juveniles aged 5 through 17. For population estimates see U.S. Census, Current Population Reports Series P-25.

# MAP 3

QUARTILE DISTRIBUTION: ANNUAL RATES OF DETAINING JUVENILES  
IN CENTERS AND JAILS, BY STATES, MID-1970s

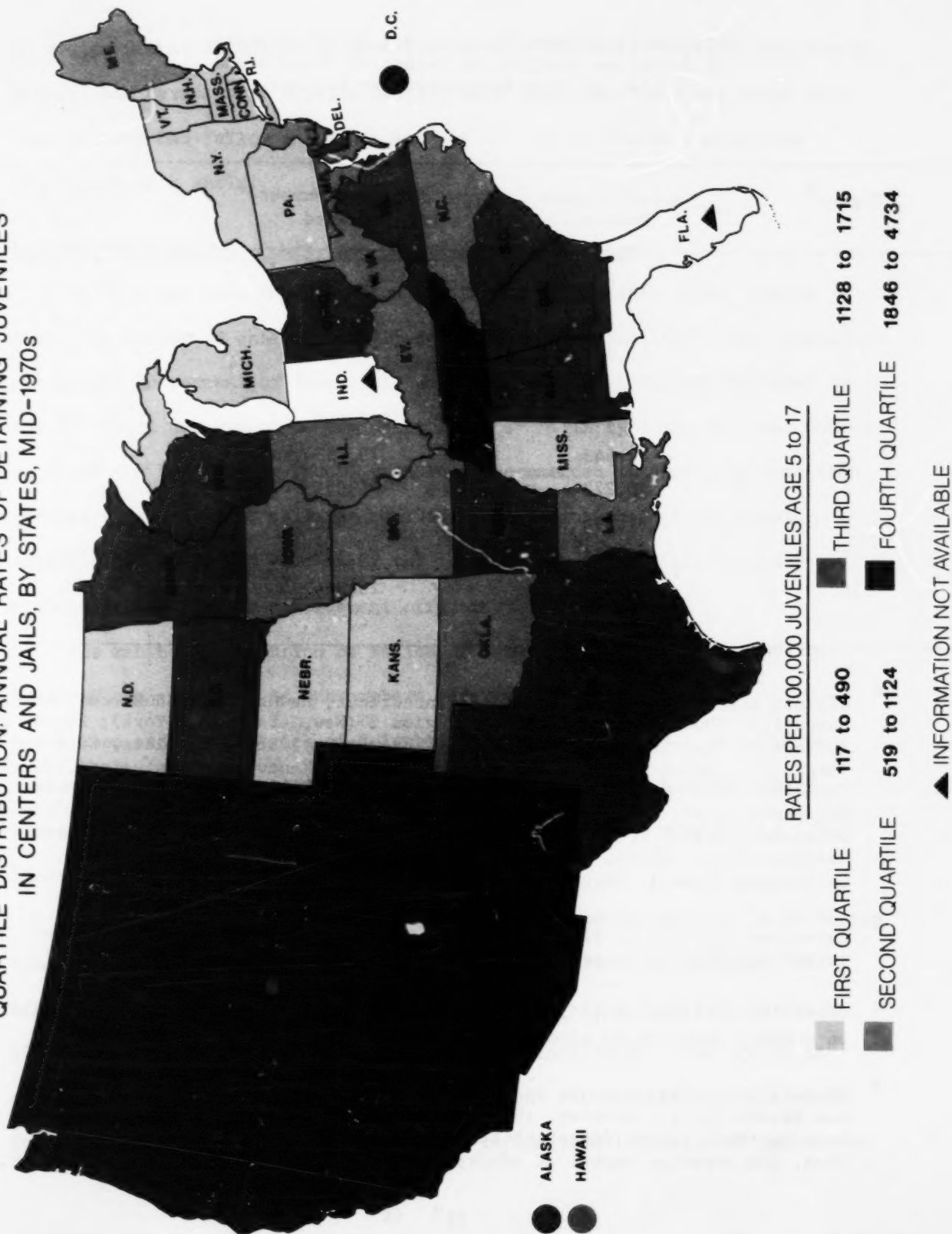


TABLE 7

Differences between Expected and Actual Numbers  
of Juveniles Admitted to Detention Centers and  
Jails, by LEAA Administrative Regions

| Region <sup>a</sup> | Actual Number<br>Detained | Expected Number<br>Detained | Excess or<br>Deficit |
|---------------------|---------------------------|-----------------------------|----------------------|
| 1                   | 11,054                    | 36,120                      | - 26,455             |
| 2                   | 23,501                    | 76,611                      | - 53,110             |
| 3                   | 42,867                    | 73,050                      | - 30,183             |
| 4                   | 78,739 <sup>b</sup>       | 84,699                      | - 5,960              |
| 5                   | 100,849 <sup>c</sup>      | 126,649                     | - 25,800             |
| 6                   | 65,643                    | 70,715                      | - 5,072              |
| 7                   | 20,222                    | 35,081                      | - 14,859             |
| 8                   | 31,696                    | 20,016                      | + 11,680             |
| 9                   | 198,776 <sup>d</sup>      | 75,179                      | +123,597             |
| 10                  | 48,087                    | 23,314                      | + 26,162             |

<sup>a</sup> Regions are as follows: Region 1 (Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont); Region 2 (New Jersey, New York); Region 3 (Delaware, District of Columbia, Maryland, Pennsylvania, Virginia, West Virginia); Region 4 (Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee); Region 5 (Illinois, Michigan, Indiana, Minnesota, Ohio, Wisconsin); Region 6 (Arkansas, Louisiana, Texas, New Mexico, Oklahoma); Region 7 (Iowa, Kansas, Missouri, Nebraska); Region 8 (Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming); Region 9 (Arizona, California, Hawaii, Nevada); Region 10 (Alaska, Idaho, Oregon, Washington).

<sup>b</sup> Juveniles detained in Florida were not included because no information on juveniles admitted to adult jails was available.

<sup>c</sup> Juveniles detained in Indiana were not included because no data were available on numbers admitted to secure detention facilities.

<sup>d</sup> No data were available on the numbers of juveniles admitted to California and Nevada jails. However, these states have been included in the table because their center detention rates are among the highest in the nation. Thus, the expected number of admissions in Region 9 is underestimated.

in Region 9 that detention of juveniles is most extreme: Arizona, California, Hawaii, and Nevada were holding 123,597 more juveniles than they would have been if they had followed the practice of the United States (the states reporting) as a whole.

#### Arrests, Referrals to Court, and Use of Secure Detention

In 1958 the National Probation and Parole Association (NPAA) stated that "the number of children admitted to a detention facility should normally not exceed 20 percent of the total number of juvenile offenders referred to the probation department of the court . . . ." <sup>25</sup> In 1961 the National Council on Crime and Delinquency (NCCD) revised a recommended standard for detention rates: "The number of children admitted to a detention facility should normally not exceed 10 percent of the total number of juvenile offenders apprehended by the law enforcement officers." <sup>26</sup>

The ranked distribution of ratios of those admitted for detention in both centers and jails to the numbers referred to court intake for thirty-two states and the District of Columbia is given in table 8. In total the ratio was 46 -- more than double the standard recommended by NPAA. Only seven states had ratios within the guideline. The ratios ranged from 6.4 in North Dakota to 94.1 in California.

In table 9 are the ratios of numbers admitted to centers and jails to the numbers arrested in thirty-nine states and the District of Columbia. All information is for the year 1975. Overall, thirty-four juveniles for each 100 juveniles arrested were detained in secure facilities. That ratio is more than three times the standard of 10 percent recommended by NCCD. Only four of the forty jurisdictions for which information is available had ratios

TABLE 3

Ranked Distribution: Ratio of Juvenile Detentions  
to Those Referred to Court Intake

| State                     | Ratio | Referred to<br>Court Intake | Detentions | Year    |
|---------------------------|-------|-----------------------------|------------|---------|
| Idaho                     | 94.1  | 7,265                       | 6,834      | 1977    |
| California                | 92.4  | 194,097                     | 179,391    | 1975    |
| Wyoming                   | 89.2  | 2,324                       | 2,074      | 1975    |
| Arkansas                  | 87.5  | 8,385                       | 7,340      | 1975    |
| Alabama                   | 86.5  | 14,299                      | 12,372     | 1976    |
| New Mexico                | 58.7  | 18,114                      | 10,640     | 1975    |
| Ohio                      | 56.3  | 64,749                      | 36,486     | 1975    |
| Georgia                   | 54.3  | 36,824                      | 19,980     | 1975    |
| South Dakota              | 51.3  | 4,039                       | 2,071      | 1975    |
| Wisconsin                 | 51.1  | 35,862                      | 18,313     | 1974    |
| Texas                     | 50.1  | 67,047                      | 33,589     | 1976    |
| Nevada                    | 47.4  | 14,393                      | 6,817      | 1975    |
| District of Columbia      | 46.3  | 7,017                       | 3,247      | 1976    |
| Montana                   | 44.5  | 7,720                       | 3,434      | 1975    |
| Tennessee                 | 41.7  | 44,853                      | 18,688     | 1975    |
| Washington                | 38.7  | 72,663                      | 28,142     | 1976    |
| Missouri                  | 34.0  | 33,508                      | 11,380     | 1975    |
| North Carolina            | 32.5  | 20,427                      | 6,636      | 1975    |
| Alaska                    | 32.2  | 4,468                       | 1,440      | 1975    |
| Maine                     | 31.1  | 4,495                       | 1,399      | FY74-75 |
| Virginia                  | 30.3  | 42,957                      | 13,003     | FY75-76 |
| Arizona                   | 27.1  | 39,510                      | 10,723     | 1975    |
| Mississippi               | 25.8  | 11,204                      | 2,888      | 1975    |
| Utah                      | 22.7  | 34,890                      | 7,911      | 1975    |
| Oregon                    | 21.5  | 53,764                      | 11,535     | 1975    |
| New York                  | 20.8  | 57,721                      | 12,017     | 1975    |
| ----- 20% Objective ----- |       |                             |            |         |
| Connecticut               | 19.3  | 15,006                      | 2,900      | 1975    |
| Michigan                  | 16.8  | 57,304                      | 9,635      | 1975    |
| Nebraska                  | 15.2  | 4,934                       | 751        | 1975    |
| New Hampshire             | 14.4  | 5,497                       | 790        | 1975    |
| Maryland                  | 13.7  | 57,162                      | 7,806      | 1975    |
| Kansas                    | 11.9  | 21,353                      | 2,539      | 1974    |
| North Dakota              | 6.4   | 7,579                       | 486        | 1975    |

TABLE 8 - Continued

SOURCES.--Referral to court intake data. Alaska, 1978 Comprehensive Plan, p. 198.  
 Arizona, 1978 Comprehensive Plan, p. 290.  
 Arkansas, 1978 Comprehensive Plan, p. IV-B-23.  
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 Washington, Law and Juvenile Planning Office, 1976 Washington State Juvenile Court Statistics and Trend Analysis, p. 26.  
 Wisconsin, 1978 Comprehensive Plan, p. III-43.  
 Wyoming, 1978 Comprehensive Plan, p. 50.  
 Detention data: table 5

NOTE: See Appendix for complete citations.

TABLE 9  
Ranked Distribution: Ratio of Juvenile Detentions  
to Juvenile Arrests, by State

| State                     | Ratio | Arrests | Detentions | Year |
|---------------------------|-------|---------|------------|------|
| Tennessee                 | 174.2 | 10,726  | 18,688     | 1975 |
| Georgia                   | 114.1 | 17,506  | 19,980     | 1975 |
| Arkansas                  | 72.4  | 10,145  | 7,340      | 1975 |
| South Carolina            | 69.3  | 15,594  | 10,803     | 1975 |
| Utah                      | 68.9  | 11,482  | 7,911      | 1975 |
| Nevada                    | 63.5  | 10,738  | 6,817      | 1975 |
| Louisiana                 | 58.4  | 12,374  | 7,227      | 1975 |
| New Mexico                | 57.5  | 18,499  | 10,640     | 1975 |
| District of Columbia      | 57.0  | 5,694   | 3,247      | 1976 |
| California                | 56.2  | 319,152 | 179,391    | 1975 |
| Wyoming                   | 56.0  | 3,701   | 2,074      | 1975 |
| Montana                   | 52.4  | 6,553   | 3,434      | 1975 |
| Ohio                      | 52.4  | 69,670  | 36,486     | 1975 |
| Minnesota                 | 50.6  | 32,854  | 16,636     | 1975 |
| South Dakota              | 48.3  | 4,287   | 2,071      | 1975 |
| Oregon                    | 42.3  | 27,739  | 11,535     | 1975 |
| West Virginia             | 39.2  | 9,266   | 3,634      | 1975 |
| Arizona                   | 38.7  | 27,739  | 10,723     | 1975 |
| Texas                     | 38.2  | 87,975  | 33,589     | 1976 |
| Colorado                  | 37.1  | 42,365  | 15,720     | 1975 |
| Mississippi               | 34.0  | 8,484   | 2,888      | 1975 |
| Kentucky                  | 31.4  | 23,504  | 7,372      | 1975 |
| Hawaii                    | 29.3  | 6,288   | 1,845      | 1975 |
| Maryland                  | 27.3  | 28,559  | 7,806      | 1975 |
| Delaware                  | 24.9  | 7,495   | 1,869      | 1975 |
| North Carolina            | 23.6  | 28,115  | 6,636      | 1975 |
| Alaska                    | 22.9  | 6,288   | 1,440      | 1975 |
| Missouri                  | 22.7  | 50,226  | 11,380     | 1975 |
| Illinois                  | 21.7  | 91,220  | 19,779     | 1975 |
| Wisconsin                 | 20.4  | 89,964  | 18,313     | 1974 |
| New Hampshire             | 17.8  | 4,425   | 790        | 1975 |
| Massachusetts             | 16.2  | 24,671  | 4,000      | 1975 |
| Pennsylvania              | 13.6  | 95,476  | 13,008     | 1975 |
| Connecticut               | 13.1  | 22,199  | 2,900      | 1975 |
| Vermont                   | 12.1  | 1,123   | 136        | 1975 |
| Kansas                    | 10.1  | 25,093  | 2,539      | 1975 |
| -----10.0% Objective----- |       |         |            |      |
| North Dakota              | 9.8   | 4,979   | 486        | 1975 |
| Michigan                  | 9.1   | 106,113 | 9,635      | 1975 |
| New York                  | 8.5   | 141,337 | 12,017     | 1975 |
| Nebraska                  | 5.5   | 13,711  | 751        | 1975 |

Sources: Juvenile Arrest Data: Special state tabulations of arrests of persons age 18 and under provided by the Federal Bureau of Investigation, Uniform Crime Reporting Program.  
Detention Data: TABLE 5.

of detention to arrest that fell within the NCCD guideline; in other words, thirty-six states exceeded it. Ratios ranged from 5.5 for Nebraska to 174.2 for Tennessee. Reports for Tennessee and Georgia showed that more juveniles had been admitted for detention in 1975 than had been arrested officially.

Whether one employs the NPPA guideline of 20 percent of court referrals or the NCCD recommendation of 10 percent of arrests, in the mid-1970s most states were detaining juveniles at a rate exceeding the standards.

#### Status Offenders in Secure Detention

A major thrust of the 1974 Act was "elimination of the use of detention for juveniles charged with offenses that would not be criminal if committed by an adult."<sup>27</sup> Our statistics on the matter are of two kinds. First, for the year 1975 we have assembled information on numbers charged with status offenses and admitted to jails and centers in twenty-three states (see table 10). Second, adding to that information reports for nineteen other states for years in the mid-1970s, but not for 1975, we have produced table 14, which contains information on status offense detentions in forty-two states.

As may be seen in table 10, some states clearly detain a much larger proportion of juveniles charged with status offenses than do other states. About half of the juveniles held securely in Michigan and North Carolina in 1975 had been accused of status offenses. The percentage for Illinois was 16. The percentages vary considerably, but twelve of the twenty-three states had percentages between twenty-two and twenty-eight. Overall, 26.3 percent of the detentions in these twenty-three states were for status offenses.<sup>28</sup>

National data on the numbers of juveniles held in secure facilities for status offenses has not been available. The information we have assembled

TABLE 10  
Number and Percent of Status Offenders  
in Detention Centers and Jails in 1975, by State

| Number         | State  | Percent |
|----------------|--------|---------|
| Arizona        | 3,653  | 34.1    |
| Arkansas       | 1,585  | 21.6    |
| California     | 41,202 | 23.0    |
| Colorado       | 6,061  | 38.6    |
| Connecticut    | 820    | 28.3    |
| Georgia        | 5,570  | 27.9    |
| Illinois       | 3,212  | 16.2    |
| Louisiana      | 1,697  | 23.5    |
| Massachusetts  | 885    | 22.1    |
| Michigan       | 4,344  | 50.3    |
| Mississippi    | 667    | 23.1    |
| Missouri       | 3,837  | 34.2    |
| Nebraska       | 185    | 24.6    |
| New Hampshire  | 154    | 19.5    |
| New Mexico     | 3,792  | 35.6    |
| New York       | 2,315  | 19.3    |
| North Carolina | 3,322  | 50.1    |
| Ohio           | 8,386  | 23.0    |
| Oregon         | 5,070  | 43.9    |
| South Carolina | 2,393  | 22.2    |
| South Dakota   | 759    | 36.6    |
| Tennessee      | 5,052  | 27.0    |
| West Virginia  | 861    | 23.7    |

SOURCE: table 11.

NOTE: In 1975 these twenty three states detained a total of 405,014 juveniles in centers and jails. Of this total 106,372 -- 26.3 percent -- were held for alleged status offenses.

<sup>a</sup> See table 5 for total numbers of juveniles held in centers and jails.

in table 11 suggests that there were at least 167,767 admissions for such offenses annually during the mid-1970s. This figure is based on data from forty-two jurisdictions and thus underrepresents the number detained for status offenses. The amount of error is unknown, but most of the states lacking information are those shown previously as having high rates of detaining youths for all reasons. We conservatively estimate that the number admitted for detention to secure facilities for noncriminal behavior during the mid-1970s was about 185,000.<sup>29</sup>

The absolute number of admissions for status offenses in any one state provides meaningful information on the task to be carried out there. Those numbers have been converted into rates per 100,000 youths aged 5 through seventeen and ranked in order of magnitude for the forty-one states and the District of Columbia in table 12. New Mexico reported 1,235 admissions for status offenses per 100,000 youths while New Jersey reported none. The rate overall for the forty-two jurisdictions during the mid-1970s was 354 per 100,000 juveniles--in detention centers, jails, or both. The variability among the states is portrayed in map 4, where the pattern is similar to the one shown earlier, i.e., when detentions in centers and holdings in jails were combined (see map 3). All western states are in the highest quartile of rates of detention for status offenses; several eastern states are in the lowest quartile. Also noteworthy is the fact that six of the nine states for which we have no data are in the west, where rates of detention for status offenses are at their peak. Overall, during the mid-1970s status offenders were being detained in secure facilities in every reporting state except New Jersey, and the rates varied widely.

TABLE 11

Number of Status Offenders Detained Annually  
in Detention Centers and Jails, by State

| State                 | Number | Year    | State                   | Number  | Year    |
|-----------------------|--------|---------|-------------------------|---------|---------|
| Alabama               | 3,664  | 1975    | Missouri                | 3,087   | 1975    |
| Alaska                | -      | -       | Montana                 | 990     | 1977    |
| Arizona               | 3,653  | 1975    | Nebraska                | 185     | 1975    |
| Arkansas              | 1,585  | 1975    | Nevada                  | -       | -       |
| California            | 41,200 | 1975    | New Hampshire           | 154     | 1975    |
| Colorado              | 6,061  | 1975    | New Jersey              | 0       | 1976    |
| Connecticut           | 820    | 1975    | New Mexico              | 3,792   | 1975    |
| Delaware              | 774    | FY74-75 | New York                | 2,315   | 1975    |
| District of Columbia  | 750    | 1977    | North Carolina          | 3,322   | 1975    |
| Florida               | -      | -       | North Dakota            | -       | -       |
| Georgia               | 5,570  | 1975    | Ohio                    | 8,386   | 1975    |
| Hawaii                | -      | -       | Oklahoma                | -       | -       |
| Idaho                 | 1,311  | 1977    | Oregon                  | 5,070   | 1975    |
| Illinois              | 3,212  | 1975    | Pennsylvania            | 2,499   | 1975    |
| Indiana               | -      | -       | Rhode Island            | 113     | 1975    |
| Iowa                  | 479    | FY75-76 | South Carolina          | 2,232   | 1975    |
| Kansas                | 1,199  | 1974    | South Dakota            | 759     | 1975    |
| Kentucky <sup>a</sup> | 2,214  | 1977    | Tennessee               | 5,052   | 1975    |
| Louisiana             | 1,697  | 1975    | Texas                   | 12,234  | 1976    |
| Maine                 | 685    | FY76-77 | Utah                    | -       | -       |
| Maryland              | 617    | FY75-76 | Vermont                 | 75      | 1975    |
| Massachusetts         | 885    | 1975    | Virginia                | 4,914   | FY75-76 |
| Michigan              | 4,844  | 1975    | Washington <sup>b</sup> | 8,104   | FY75-76 |
| Minnesota             | 3,108  | 1977    | West Virginia           | 861     | 1975    |
| Mississippi           | 667    | 1975    | Wisconsin               | 7,916   | 1974    |
|                       |        |         | Wyoming                 | -       | -       |
|                       |        |         | Total                   | 167,767 |         |

TABLE 11 - Continued

SOURCES.--Alabama, 1977 Monitoring Report, p. 4.  
 Arizona, 1978 Comprehensive Plan, p. 287.  
 Arkansas, Arthur D. Little, Inc., Costs and Service Impacts of Deinstitutionalization of Status Offenders in Ten States: Responses to Angry Youth, p. 7.  
 California, 1977 Comprehensive Plan, p. 368.  
 Colorado, 1978 Comprehensive Plan, p. 55.  
 Connecticut, 1978 Comprehensive Plan, p. 75.  
 Delaware, 1977 Monitoring Report, p. 5.  
 District of Columbia, 1977 Monitoring Report, p. 2.  
 Georgia, 1978 Comprehensive Plan, pp. 77-78.  
 Idaho, 1977 Monitoring Report, p. 3.  
 Illinois, 1978 Comprehensive Plan, p. IV-24.  
 Iowa, 1977 Monitoring Report, pp. 6-7.  
 Kansas, 1978 Comprehensive Plan, pp. IV-111-112.  
 Kentucky, 1977 Monitoring Report, p. 3.  
 Louisiana, 1978 Comprehensive Plan, p. 198.  
 Maine, 1977 Monitoring Report, p. 14.  
 Maryland, 1977 Monitoring Report, p. 2.  
 Massachusetts, 1977 Monitoring Report, p. 13.  
 Michigan, 1978 Comprehensive Plan, p. III-125.  
 Minnesota, 1977 Monitoring Report, p. 3.  
 Mississippi, 1978 Comprehensive Plan, p. A-528.  
 Missouri, Missouri Juvenile Officers Association, Comprehensive Survey of Status Offenders and Juvenile Detention in Missouri: 1975, p. 65.  
 Montana, 1977 Monitoring Report, p. 3.  
 Nebraska, Nebraska Commission on Law Enforcement and Criminal Justice, Juvenile Offenses Processed by County Courts: Juvenile Court Report--1976, p. 4.  
 New Hampshire, 1977 Monitoring Report, p. 2.  
 New Jersey, 1978 Comprehensive Plan, p. 212.  
 New Mexico, State Profile Questionnaire, p. 148.  
 New York, 1978 Comprehensive Plan, p. 162.  
 North Carolina, 1978 Comprehensive Plan, p. 327.  
 Ohio, 1977 Monitoring Report, p. 4.  
 Oregon, Oregon Law Enforcement Council, Analysis and Recommendation Pertaining to Oregon's Participation in P.L. 93-415, p. 27.  
 Pennsylvania, 1977 Monitoring Reports, p. 2.  
 Rhode Island, 1978 Comprehensive Plan, p. 218.  
 South Carolina, 1978 Comprehensive Plan, p. 202.  
 South Dakota, 1978 Comprehensive Plan, p. 166.  
 Tennessee, 1978 Comprehensive Plan, p. 666.  
 Texas, Texas Judicial Council, Texas Juvenile Probation Report: 1976, p. 47.

TABLE 11 - Continued

Vermont, Robert Squiert, personal correspondence.  
Virginia, 1977 Monitoring Report, p. 3.  
West Virginia, 1978 Comprehensive Plan, pp. 430, 462, 468.  
Wisconsin, 1978 Comprehensive Plan, p. III-25.

NOTE: See Appendix for complete citations.

<sup>a</sup>Annual projection based on six-month figures.

<sup>b</sup>Annual projection based on six-month figures.

TABLE 12

Ranked Distribution: Annual Rates of Detaining Status  
Offenders in Centers and Jails, by State

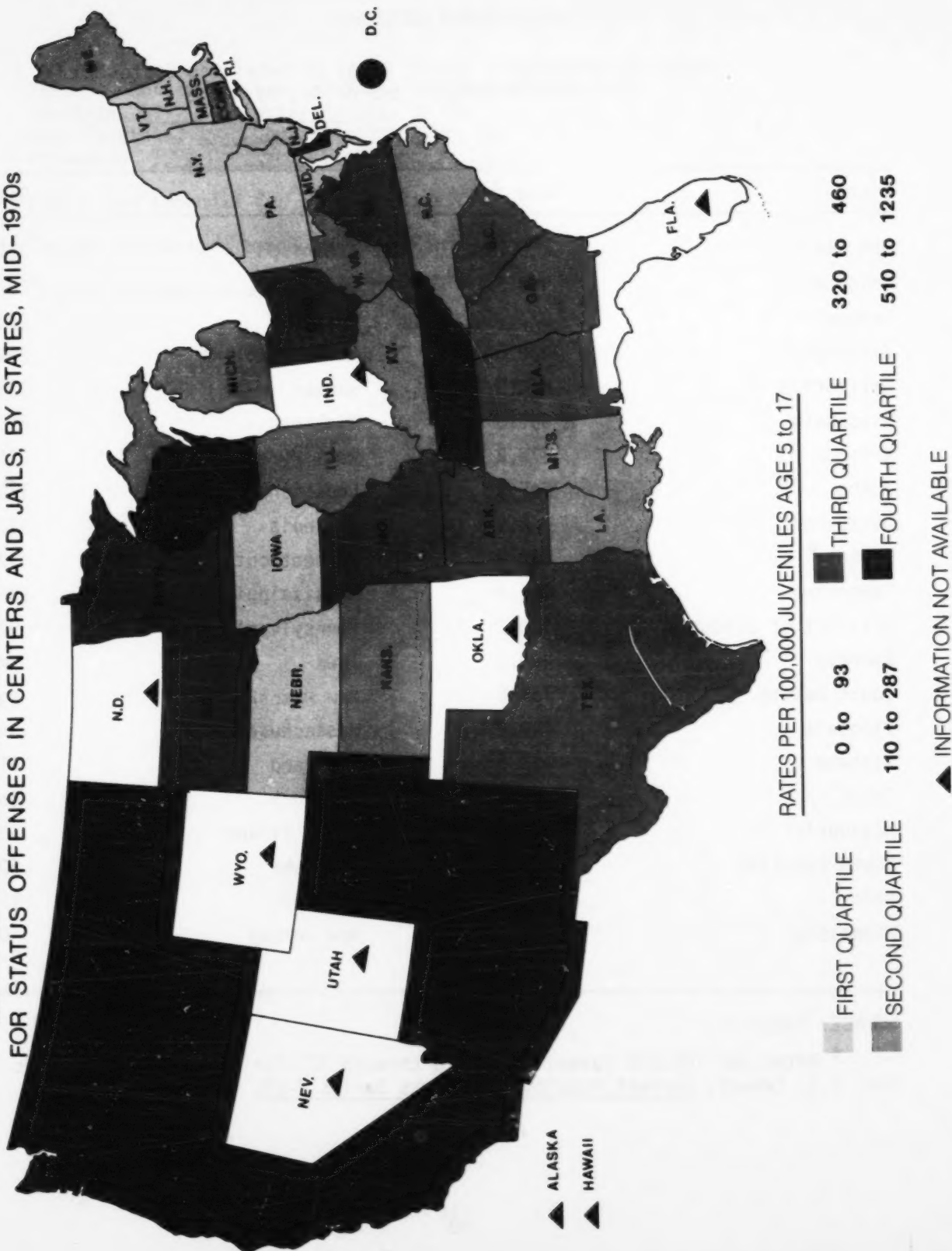
| State                | Rate <sup>a</sup> | State          | Rate  |
|----------------------|-------------------|----------------|-------|
| New Mexico           | 1,235.2           | Arkansas       | 319.6 |
| Colorado             | 998.5             | Maine          | 267.2 |
| Oregon               | 976.9             | Kentucky       | 262.9 |
| Washington           | 970.5             | North Carolina | 259.7 |
| California           | 852.9             | Kansas         | 231.5 |
| Wisconsin            | 691.9             | Michigan       | 211.7 |
| Arizona              | 675.2             | West Virginia  | 211.5 |
| Idaho                | 645.8             | Louisiana      | 170.7 |
| Delaware             | 548.9             | Illinois       | 120.7 |
| Montana              | 532.3             | Connecticut    | 112.2 |
| Tennessee            | 522.4             | Mississippi    | 109.9 |
| District of Columbia | 510.2             | Pennsylvania   | 92.9  |
| Georgia              | 460.3             | Iowa           | 78.6  |
| South Dakota         | 454.5             | New Hampshire  | 69.3  |
| Virginia             | 417.9             | Massachusetts  | 65.4  |
| Alabama              | 415.9             | Maryland       | 61.6  |
| Texas                | 410.8             | New York       | 56.4  |
| Missouri             | 354.3             | Rhode Island   | 53.1  |
| South Carolina       | 343.3             | Nebraska       | 50.7  |
| Ohio                 | 325.0             | Vermont        | 15.9  |
| Minnesota            | 320.4             | New Jersey     | 0.0   |

SOURCE: TABLE 11.

<sup>a</sup> Rates per 100,000 juveniles ages 5 through 17. For population estimates see, U.S. Census, Current Population Reports Series P-25.

# MAP 4

QUARTILE DISTRIBUTION: ANNUAL RATES OF DETAINING JUVENILES  
FOR STATUS OFFENSES IN CENTERS AND JAILS, BY STATES, MID-1970s



## Factors Associated with Detention

What factors account for the extreme variation in rates of detention of the individual states--rates of admission to detention centers and jails combined, to detention centers only, and to jails only?<sup>30</sup> Correlational analysis and multiple regression have been used to examine the effect on these variables of (1) the percent of the state's population living in Standard Metropolitan Statistical Areas (SMSAs); (2) rates of arrest of juveniles (both for criminal and for status offenses); (3) rates of referral to court intake; and (4) the number of detention centers available for use.<sup>31</sup>

### Zero-Order Correlations

The zero-order correlations are presented in table 13. There is no relationship of any importance between degree of urbanization of states, as measured by percent population in SMSAs, and the combined rate of detention in centers and jails (.024). However, when urbanization is examined with respect to the two types of facilities separately, a different view emerges. The correlation between urbanization and rates of admission to juvenile detention centers is .459, a strong and positive relationship. The relationship between urbanization and rates of admission of juveniles to jails is strong and inverse (-.571). More urban states tend to use detention centers while less urban (or rural) states tend to detain juveniles in adult jails.

Arrest rates of juveniles (all charges) are moderately associated with detaining youths in centers and adult jails (.330 and .293).<sup>32</sup> Rates of arrest for status offenses, however, have a strong positive association (.643) with detaining youths in jails but only a slight one (.171) with detaining in centers. Rates of arrests for criminal charges, in contrast, are

TABLE 13  
Zero-Order Correlations

| Variables                      | Percent urban | Total arrest rate | Criminal arrest rate | Status arrest rate | Referral to court intake rate | Number of detention centers | Center detention rate | Jail detention rate | Combined detention rate |
|--------------------------------|---------------|-------------------|----------------------|--------------------|-------------------------------|-----------------------------|-----------------------|---------------------|-------------------------|
| Percent urban                  | 1             |                   |                      |                    |                               |                             |                       |                     |                         |
| Total arrest rate              | .247          | 1                 |                      |                    |                               |                             |                       |                     |                         |
| Criminal arrest rate           | .410          | .959              | 1                    |                    |                               |                             |                       |                     |                         |
| Status arrest rate             | -.179         | .790              | .583                 | 1                  |                               |                             |                       |                     |                         |
| Referral to court intake rates | .215          | .329              | .278                 | .341               | 1                             |                             |                       |                     |                         |
| Number of detention centers    | .466          | .197              | .248                 | .027               | .061                          | 1                           |                       |                     |                         |
| Center detention rate          | .459          | .330              | .358                 | .171               | .513                          | .522                        | 1                     |                     |                         |
| Jail detention rate            | -.571         | .290              | .091                 | .643               | .052                          | -.305                       | -.162                 | 1                   |                         |
| Combined detention rate        | .024          | .494              | .391                 | .568               | .483                          | .247                        | .752                  | .513                | 1                       |

not associated (.091) with detention in jails at all and only moderately so (.358) with detention in centers. To recapitulate, states with larger rates of arrests for status offenses tend to have larger rates of detaining juveniles in jails; states with larger rates of arrest for criminal offenses tend to have larger rates of detaining juveniles in centers.

Rates of referral to court intake are fairly strongly correlated (.483) with the combined rates. However, when the relationships of these rates to rates of admission to centers and jails are examined separately, differences appear. Referral to court intake becomes strongly associated (.513) with rates of detention in centers but not related (.052) to rates of detention in adult jails.

The relationship between the number of juvenile detention centers and the detention rates is as one would expect. Number of centers has a strong positive correlation with center detention rates (.522) and a moderate negative correlation with jail detention rates (-.305). States with more detention centers tend to have higher center detention rates, and states with fewer detention centers tend to have higher jail detention rates. The weak negative correlation (-.162) between jail and center detention rates, however, suggests that centers are not merely functional substitutes for adult jails. One would expect a strong negative relationship if, where detention centers were used, juveniles were not detained in jails.

#### Partial Correlations

The correlation coefficients just presented summarize relationships between variables considered two at a time. Here we present the relationship

of rates of admission to detention centers and rates of holding in adult jails to the five selected variables, considered one at a time after taking account of controlling statistically for the influence of the four other variables.<sup>33</sup>

The partial correlation coefficients are presented in table 14. There was a strong zero-order correlation (.459) between percent of the state's population living in SMSAs and rate of admission to detention centers. However, when number of centers and rates of referral to court intake and arrest for criminal and status offenses are controlled, the correlation is greatly reduced, to .123. The zero-order correlation between urbanization and rate of admission to detention centers appears to be due to the fact that urban states have higher arrest rates, higher referral to court rates, and more detention centers than rural states. On the other hand, controlling the same four variables only reduces the correlation between urbanization and rate of holding in adult jails from -.571 to -.331. Thus, even after the influences of arrest rates (both criminal and status), referral to court rates and number of detention centers available for use are controlled, there is still a moderate and inverse relationship between urbanization and jail detention. Rural states tend to have higher rates of holding juveniles in adult jails than urban states.

There was no zero-order or partial correlation of importance between rates of arrest for criminal acts and rates of holding in jails. There was, however, a moderate zero-order coefficient (.358) between rates of arrest for criminal acts and rates of admissions to detention centers. When the influences of rate of arrests for status offenses, rate of referral to court, number of

TABLE 14  
Partial Correlations

| Variables         | Center | Jail  |
|-------------------|--------|-------|
| Percent urban     | .123   | -.331 |
| Criminal arrest   | .083   | -.128 |
| Status arrest     | -.020  | .736  |
| Referral to court | .496   | -.102 |
| Number of centers | .464   | -.203 |

centers, and urbanization were controlled, the correlation between criminal arrest and center detention becomes nonsignificant (.083). It appears that the moderate zero-order correlation between criminal arrest rates and rates of admissions to detention centers is due to the fact that urban states tend to have higher rates of arrest for criminal offenses (.407) and more juvenile detention centers (.466). Thus, the zero-order correlation between criminal arrest and center detention is an artifact of their joint associations with the other variables.

The partial correlation of rates of arrest for status offenses with rates of holding in adult jails is a very strong one (.563); the same variable is not related to use of juvenile detention centers; the correlation is (.072). States with higher rates of arrest for status offenses also detain juveniles in jails at higher rates.

Both the zero-order and partial correlation coefficients between rates of referral to court intake and rates of detention in centers (.51 and .496) suggest a fairly strong association. States with larger rates of referrals to court intake also have higher rates of admission to juvenile detention centers. The correlation between this variable and use of jails is opposite in influence and smaller in magnitude; states with larger rates of referral to court intake tend to have smaller rates of detention in jails.

The number of detention centers available for use affects use of detention centers and adult jails in opposite ways. When more centers are available their rate of use (.522) increases and that for jails (-.203) diminishes.

### Multiple Regression

A more complete view of the same information can be obtained by asking to what degree the five variables--rate of arrest for criminal acts, rate of arrest for status offenses, rate of referral to court intake, urbanization, and number of detention centers available for use--altogether account for variation in the detention practices of the individual states. A related question is the degree to which each variable contributes to the total amount of that variation that can be explained statistically. The method of analysis is step-wise multiple regression analysis, the coefficients of which have been reproduced in table 15.<sup>34</sup>

For rate of detention in centers the single most powerful explanatory variable is the number of such centers available for use in the states, as indicated by the value of .272 listed under the table heading " $R^2$  Change." Second most powerful (.222) is rate of referral to court intake. Together those two variables accounted for 50 percent of the variance ( $R^2$ ) in rates of admission to detention centers; the importance of this  $R^2$  may be comprehended by its position on a range of statistical explanation extending from 0 to 100 percent.

Rates of arrest for criminal acts and for status offenses and percent of the population living in SMSAs are of no importance in explaining differences in rates of detention in centers. This may be seen in table 15 by noting that these three variables do not account for any significant additional variation in the states' center detention rates (the heading entitled " $R^2$  Change.")

For rate of holding in jails the rate of arrests for status offenses is by far the strongest predictor. It alone accounted for 41 percent of the

TABLE 15

Explained Variance of  
Predictor Variables on  
Center and Jail Detention  
Rates

| VARIABLES              | MULTIPLE $\underline{R}$ | $\underline{R}^2$ | $\underline{R}^2$ CHANGE |
|------------------------|--------------------------|-------------------|--------------------------|
| Center Detention Rates |                          |                   |                          |
| Number of centers      | .522                     | .272              | .272                     |
| Court rate             | .710                     | .504              | .232                     |
| Percent urban          | .725                     | .526              | .022                     |
| Criminal arrest        | .728                     | .530              | .000                     |
| Jail Detention Rates   |                          |                   |                          |
| Status arrest          | .642                     | .412              | .412                     |
| Percent urban          | .792                     | .627              | .215                     |
| Number of centers      | .800                     | .640              | .013                     |
| Criminal arrest        | .803                     | .645              | .005                     |
| Court rate             | .805                     | .648              | .003                     |

variance in jail detention. Degree of urbanization (i.e., the lack of it) came in second, accounting for about 22 percentage points more. Together the two variables explained 64 percent of the variation in rates of holding in jails. Again, the three other variables in table 15 are not significant and add little statistical explanation--only 1 additional percentage point.

Thus the results of states' practices in holding juveniles in detention centers and in jails form distinct patterns in relation to other variables. Center rates are explained best by number of centers available and rates of referral to court intake. Arrests for status offenses and degree of urbanization accounted best for patterns of holding in jails.

#### Juveniles in Detention Centers, 1966 to 1975

The statistics used to this point have been for one period of time, the mid-1970s. Numbers of juveniles detained annually are not available for any earlier year. However, there are one-day counts of numbers of juveniles in detention centers for the years 1966, 1971, 1973, 1974, and 1975.<sup>35</sup> They provide a view of changes in juvenile detention patterns over nearly a decade.<sup>36</sup>

The nine years between 1966 and 1975 were a period during which the juvenile population of the United States declined. In 1966 there were about 70 million youths under the age of 18 in the United States. Nine years later there were approximately 66 million youths; thus the size of the juvenile population decreased 6.6 percent.

On a given day in 1966 there were 10,931 youths in juvenile detention facilities and on a given day in 1975 there were 11,089, an increase of 158. The number hovered around 11,000 throughout the nine-year period.

The pattern for individual states also remained relatively constant.

In both 1966 and 1975 California, Michigan, and Florida led the nation in numbers of juveniles detained in centers. Those three states were in first, second, and third position in four of the five years for which information is available. The same three states also accounted for more than 40 percent of all youths detained in centers in 1966, 1971, 1973, 1974, and 1975. Adding another two states to them accounts for 54.6 percent to 63.6 percent of all juvenile detention each year. Thus, a small number of the larger states accounted for the majority of juveniles in detention centers.

While the number of juveniles in detention centers remained relatively constant between 1966 and 1975, the number of detention centers increased substantially--from 239 in 1966 to 347 in 1975, or 31.1 percent (see table 16). Most of that increase occurred before 1971. We must emphasize that an increase in number of facilities does not necessarily create a greater total architectural capacity for detaining juveniles, although we believe it did. We do not have information on the planned capacities of the places that opened or may have been closed over the years to establish that as a fact. However, the stability in the number of juveniles detained coupled with the growth in the number of centers decreased the number of juveniles per institution considerably between 1966 and 1975. The average number of youths in detention centers in 1966 was forty-five; in 1975 it was thirty-two.

Given the decline in the juvenile population and the increase in numbers of juveniles detained from 1966 to 1975, the rate of detention in centers increased slightly, as may be seen in table 17. It was at 15.5 per 100,000 youths 17 years of age and younger in 1966; by 1975 it had increased to 16.7. That slight increase masks changes in individual states, which were greater. The rates for twenty-nine states increased, those for thirteen decreased,

TABLE 16

Number of Juveniles in Detention Centers and Number of Detention Facilities by State: 1966, 1971, 1972, 1974 and 1975

| States               | 1966        |             | 1971        |             | 1972        |             | 1974        |             | 1975        |             |
|----------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
|                      | No. of Juv. | No. of Cen. | No. of Juv. | No. of Cen. | No. of Juv. | No. of Cen. | No. of Juv. | No. of Cen. | No. of Juv. | No. of Cen. |
| Alabama              | 71          | 2           | 130         | 6           | 57          | 3           | 129         | 7           | 141         | 3           |
| Alaska               | 7           | 1           | 7           | 1           | 5           | 1           | 6           | 1           | 2           | 1           |
| Arizona              | 112         | 2           | 140         | 8           | 146         | 8           | 165         | 8           | 168         | 9           |
| Arkansas             | 18          | 1           | 15          | 2           | 16          | 2           | 5           | 2           | 4           | 1           |
| California           | 3,357       | 38          | 3,761       | 42          | 3,782       | 42          | 3,896       | 44          | 3,484       | 45          |
| Colorado             | 101         | 2           | 148         | 5           | 138         | 5           | 171         | 5           | 169         | 5           |
| Connecticut          | 29          | 4           | 35          | 4           | 31          | 4           | 39          | 4           | 44          | 4           |
| Delaware             | 22          | 1           | 44          | 2           | 26          | 2           | 38          | 2           | 30          | 2           |
| District of Columbia | 110         | 1           | 78          | 1           | 16          | 1           | 26          | 1           | 32          | 1           |
| Florida              | 835         | 17          | 753         | 20          | 484         | 18          | 560         | 21          | 666         | 22          |
| Georgia              | 282         | 6           | 484         | 14          | 414         | 13          | 405         | 13          | 399         | 13          |
| Hawaii               | 36          | 1           | 20          | 2           | 27          | 2           | 41          | 2           | 39          | 2           |
| Idaho                | 0           | 0           | 0           | 0           | 17          | 1           | 0           | 0           | 13          | 1           |
| Illinois             | 480         | 7           | 585         | 11          | 392         | 11          | 343         | 10          | 373         | 10          |
| Indiana              | 225         | 5           | 233         | 6           | 256         | 8           | 269         | 8           | 250         | 8           |
| Iowa                 | 0           | 1           | 32          | 3           | 35          | 3           | 40          | 3           | 38          | 2           |
| Kansas               | 130         | 4           | 126         | 6           | 123         | 5           | 162         | 7           | 171         | 7           |
| Kentucky             | 73          | 4           | 79          | 4           | 58          | 5           | 78          | 5           | 77          | 5           |
| Louisiana            | 38          | 4           | 146         | 6           | 137         | 7           | 132         | 7           | 147         | 7           |
| Maine                | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| Maryland             | 50          | 2           | 66          | 1           | 34          | 1           | 45          | 1           | 80          | 2           |
| Massachusetts        | 57          | 3           | 203         | 3           | 135         | 4           | 89          | 4           | 41          | 2           |
| Michigan             | 902         | 18          | 925         | 18          | 809         | 18          | 819         | 17          | 755         | 16          |
| Minnesota            | 49          | 2           | 60          | 2           | 96          | 3           | 90          | 3           | 113         | 4           |
| Mississippi          | 0           | 0           | 30          | 2           | 48          | 4           | 37          | 4           | 52          | 4           |
| Missouri             | 131         | 4           | 206         | 5           | 187         | 8           | 211         | 9           | 204         | 8           |
| Montana              | 4           | 1           | 1           | 1           | 2           | 1           | 0           | 0           | 0           | 0           |
| Nebraska             | 21          | 1           | 4           | 2           | 46          | 3           | 25          | 3           | 27          | 3           |
| Nevada               | 21          | 1           | 73          | 2           | 61          | 3           | 65          | 3           | 101         | 3           |
| New Hampshire        | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| New Jersey           | 389         | 9           | 467         | 14          | 475         | 15          | 362         | 16          | 496         | 18          |
| New Mexico           | 57          | 2           | 51          | 2           | 54          | 2           | 70          | 2           | 47          | 2           |
| New York             | 761         | 11          | 442         | 8           | 290         | 8           | 365         | 7           | 290         | 9           |
| North Carolina       | 73          | 6           | 78          | 7           | 63          | 6           | 40          | 7           | 55          | 8           |
| North Dakota         | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| Ohio                 | 593         | 18          | 598         | 19          | 524         | 18          | 492         | 19          | 652         | 25          |
| Oklahoma             | 19          | 1           | 16          | 2           | 28          | 2           | 38          | 2           | 44          | 2           |
| Oregon               | 158         | 4           | 160         | 5           | 162         | 5           | 93          | 5           | 112         | 6           |
| Pennsylvania         | 454         | 22          | 474         | 21          | 403         | 21          | 424         | 19          | 439         | 21          |
| Rhode Island         | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| South Carolina       | 0           | 0           | 11          | 1           | 7           | 1           | 17          | 1           | 17          | 1           |
| South Dakota         | 0           | 0           | 17          | 1           | 14          | 1           | 6           | 1           | 12          | 1           |
| Tennessee            | 53          | 2           | 134         | 4           | 118         | 4           | 94          | 4           | 133         | 4           |
| Texas                | 175         | 7           | 291         | 12          | 305         | 13          | 261         | 13          | 268         | 13          |
| Utah                 | 68          | 3           | 64          | 4           | 62          | 7           | 109         | 7           | 105         | 7           |
| Vermont              | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| Virginia             | 146         | 8           | 210         | 9           | 278         | 10          | 297         | 14          | 323         | 15          |
| Washington           | 231         | 8           | 222         | 13          | 232         | 13          | 294         | 14          | 318         | 14          |
| West Virginia        | 24          | 3           | 35          | 1           | 19          | 2           | 54          | 2           | 33          | 2           |
| Wisconsin            | 78          | 2           | 92          | 3           | 115         | 4           | 108         | 4           | 118         | 4           |
| Wyoming              | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| Total                | 10,931      | 239         | 11,747      | 503         | 10,782      | 319         | 11,310      | 331         | 11,289      | 347         |

SOURCE: Pappenfort, Kilpatrick, and Kuby, A Survey of Children's Residential Institutions, pp.4-5; U.S. Department of Justice, Children in Custody Reports for 1971, 1973, 1974, and 1975.

TABLE 17

Rates of Center Detention Per 100,000 Juveniles by  
State: 1966, 1971, 1973, 1974, 1975

| States               | 1966 | 1971 | 1973 | 1974 | 1975 |
|----------------------|------|------|------|------|------|
| Alabama              | 5.3  | 10.6 | 4.7  | 10.9 | 12.0 |
| Alaska               | 5.9  | 5.5  | 3.9  | 4.6  | 1.4  |
| Arizona              | 17.3 | 21.0 | 20.3 | 22.6 | 22.2 |
| Arkansas             | 2.5  | 2.3  | 2.4  | .76  | .60  |
| California           | 57.5 | 56.7 | 58.4 | 60.8 | 54.9 |
| Colorado             | 13.7 | 18.8 | 16.9 | 21.1 | 21.0 |
| Connecticut          | 2.9  | 3.5  | 3.2  | 4.1  | 4.8  |
| Delaware             | 11.3 | 22.2 | 13.4 | 20.2 | 16.3 |
| District of Columbia | 39.9 | 34.8 | 7.6  | 12.6 | 16.1 |
| Florida              | 40.8 | 35.1 | 21.3 | 24.1 | 28.7 |
| Georgia              | 16.6 | 29.3 | 24.9 | 24.5 | 24.5 |
| Hawaii               | 12.6 | 4.8  | 9.5  | 14.5 | 9.4  |
| Idaho                | 0    | 0    | 6.3  | 0    | 4.7  |
| Illinois             | 12.6 | 15.5 | 10.6 | 9.6  | 10.6 |
| Indiana              | 12.4 | 12.8 | 14.4 | 15.3 | 15.2 |
| Iowa                 | 0    | 3.3  | 3.8  | 4.4  | 4.3  |
| Kansas               | 16.3 | 17.2 | 18.2 | 23.5 | 25.9 |
| Kentucky             | 6.3  | 7.1  | 5.3  | 7.2  | 7.1  |
| Louisiana            | 2.6  | 10.5 | 10.1 | 9.9  | 11.1 |
| Maine                | 0    | 0    | 0    | 0    | 0    |
| Maryland             | 3.7  | 4.8  | 2.5  | 3.4  | 6.2  |
| Massachusetts        | 3.6  | 10.9 | 7.5  | 5.0  | 2.4  |
| Michigan             | 28.3 | 28.6 | 25.9 | 26.2 | 25.2 |
| Minnesota            | 3.6  | 4.4  | 7.3  | 7.0  | 9.0  |
| Mississippi          | 0    | 3.6  | 5.7  | 4.5  | 6.3  |
| Missouri             | 8.4  | 13.4 | 12.4 | 14.3 | 14.2 |
| Montana              | 1.5  | .40  | .80  | 0    | 0    |
| Nebraska             | .38  | .79  | 9.3  | 5.1  | 5.6  |
| Nevada               | 12.3 | 41.5 | 33.2 | 34.4 | 53.2 |
| New Hampshire        | 0    | 0    | 0    | 0    | 0    |
| New Jersey           | 16.6 | 17.1 | 20.5 | 15.9 | 22.4 |
| New Mexico           | 12.8 | 12.5 | 13.1 | 17.0 | 11.5 |
| New York             | 12.6 | 7.6  | 5.2  | 6.7  | 5.5  |
| North Carolina       | 3.9  | 4.4  | 3.6  | 2.3  | 3.3  |
| North Dakota         | 0    | 0    | 0    | 0    | 0    |
| Ohio                 | 15.7 | 16.1 | 14.7 | 14.1 | 19.2 |
| Oklahoma             | 2.3  | 1.9  | 3.4  | 4.6  | 5.4  |
| Oregon               | 23.3 | 23.0 | 23.4 | 13.5 | 16.5 |
| Pennsylvania         | 11.6 | 12.4 | 11.1 | 11.9 | 12.6 |
| Rhode Island         | 0    | 0    | 0    | 0    | 0    |
| South Carolina       | 0    | 1.2  | .74  | 1.8  | 1.8  |
| South Dakota         | 0    | 7.1  | 6.1  | 2.7  | 5.5  |
| Tennessee            | 3.8  | 10.1 | 9.0  | 7.2  | 10.3 |
| Texas                | 4.3  | 7.2  | 7.6  | 6.5  | 6.7  |
| Utah                 | 15.9 | 14.8 | 14.1 | 24.6 | 23.3 |
| Vermont              | 0    | 0    | 0    | 0    | 0    |
| Virginia             | 8.9  | 13.2 | 17.5 | 19.1 | 21.0 |
| Washington           | 21.8 | 19.3 | 25.6 | 27.0 | 29.2 |
| West Virginia        | 3.3  | 6.2  | 3.4  | 9.7  | 6.0  |
| Wisconsin            | 5.0  | 5.9  | 7.5  | 7.2  | 7.8  |
| Wyoming              | 0    | 0    | 0    | 0    | 0    |
| Overall Rate         | 15.5 | 16.9 | 15.8 | 16.3 | 16.7 |

SOURCE: TABLE 16.

and rates for nine states remained the same. The most spectacular increase occurred in Nevada and Virginia. Nevada had detained in centers 12.4 youths per 100,000 juveniles in 1966. By 1975 the rate increased to 53.2. The rate for Virginia rose from 8.9 to 21. Moving in the opposite direction were rates for the District of Columbia and Florida which declined, respectively, from 39.9 to 16.1 and from 40.8 to 28.7. Changes for other states were, for the most part, small. In almost every case, states that had had higher rates in 1966 continued to have higher rates in 1975. The correlations between center detention rates for 1966, 1971, 1973, 1974, and 1975 indicate a general lack of change: all are above .74. Thus, between 1966 and 1975 there was very little change in state patterns of rates of detention in centers.

#### Summary of Findings and Conclusions

In this section we present a summary of the findings discussed throughout this report, our conclusions about the present use of secure detention of juveniles based on this and earlier work, and recommendations for individuals and organizations working to improve the administration of juvenile justice in the United States.

#### Summary of Findings

1. During the mid-1970s about 520,000 juveniles were being admitted annually to detention centers in the United States. Admissions to centers, however, were distributed disproportionately to the juvenile population. About 56 percent of all admissions occurred in five states--California, Ohio, Texas, Washington, and Florida. In 1975 less than 20 percent of the juvenile

population of the nation resided in those states. Variation in rates of detention center admissions per 100,000 youths aged 5 through 17 was extreme. The rates ranged from no admissions to 4,734 admissions per 100,000 juveniles. Both small and large states varied considerably in use of detention centers.

2. During the mid-1970s approximately 120,000 juveniles were detained annually in adult jails. Juvenile detentions in jails were distributed disproportionately as well. Ten states (Idaho, Illinois, Kentucky, Minnesota, New Mexico, Ohio, Oregon, Texas, Virginia, and Wisconsin) accounted for over 50 percent of the admissions to jails. However, in all but eight states, some juveniles were held in adult jails. Variation among states in rates of jail detentions per 100,000 juveniles ranged from zero to 2,733. Reliance on adult jails for detaining juvenile offenders during the mid-1970s was greatest in the western United States.

3. Overall, the data made available to us suggest that about 651,000 juvenile admissions to adult jails and juvenile detention facilities were occurring annually during the mid-1970s, 80 percent of them to centers and 20 percent to jails. The combined rates of admission to both centers and jails in each state ranged from 117 per 100,000 juveniles to 4,734. The western states had combined rates that were substantially higher than those for other regions or the nation as a whole. During the mid-1970s, however, most states exceeded the standard of 10 percent of all juvenile arrests recommended by the National Council on Crime and Delinquency.<sup>37</sup>

4. A number of factors are related to state rates of admissions to detention centers and jails: (1) degree of urbanization is positively related to rates of detention in centers and negatively related to detention in adult jails; (2) rates of referral to court intake are positively

associated with rates of admission to detention centers but not with rates of admission to adult jails; (3) rates of arrest of juveniles, on the other hand, are associated with rates of admission to jails but not with rates of admission to centers. Overall, arrest rates of juveniles, particularly for status offenses, figure most importantly in our statistical explanation of differences in jail rates: number of centers and rate of referral to court intake are most important in the explanation of center detention rates.

5. During the mid-1970s about 185,000 admissions for status offenses occurred annually in secure facilities (jails plus centers). Twenty-six percent of all admissions were for status offenses. Variations in the rates of status detention per 100,000 youths ranged from zero to more than 1,200. The western states reported substantially higher rates than did the rest of the United States.

6. When detention rates based on one-day counts of juveniles in detention centers in each state were compared for the years 1966, 1971, 1973, 1974, and 1975, we found patterns of marked stability. Most states with higher rates in 1966 had higher rates in 1975. California, Michigan, and Florida, for example, were among those states with the five highest rates in both 1966 and 1975; they ranked first, second, and third highest in four of the five years.

### Conclusions

The conclusions we have reached in reviewing the research reported here cannot be separated from our prior work, Use of Secure Detention for Juveniles and Alternatives to Its Use.<sup>38</sup> The statistics we have presented pertain to individual states. Use of detention, however, typically is a matter of local

practice carried out by courts with jurisdiction over counties or other small territorial units. Variation in use of secure detention within states tends to exceed even that which appears in the state-by-state comparisons presented here.<sup>39</sup> Control of that variation within states is the only way that variations between states can be reduced. It is possible that a rate for a given state results from the practices of only one or two of its jurisdictions rather than the preponderance of its courts. Therefore we repeat here two recommendations that we have emphasized before. These actions are prerequisite to gaining control of current patterns of use of secure detention for juveniles in local jurisdictions and therefore in the United States as a whole.

1. Criteria for selecting juveniles for secure detention, for alternative programs, and for release on the recognizance of a parent or guardian while awaiting court adjudication should be in writing.

Consistency in decision-making requires clearly written criteria by which all intake and referral decision-makers may be guided. We do not specify here what the criteria should be, but we have referred to published sources of criteria in previous writings.<sup>40</sup> It is possible that the mere presence of written criteria clearly expressed would provide intake officials with some support in refusing to detain youths inappropriately brought before them.

2. The decision as to whether youths are to be placed in secure detention or in an alternative program should be guided, so far as possible, by written agreements between the responsible administrative officials. These agreements should specify the criteria governing selection of youths for the programs.

The wording of this recommendation has been carefully chosen so as to be applicable to the use of secure detention under various organizational arrangements and to the use of alternative programs under a variety of organizational arrangements. For example, directors of secure detention facilities sometimes do not have the authority to refuse admission even when the facility is overcrowded and under-budgeted. Written agreements concerning numbers and criteria would provide such a director with leverage to protect the well-being of youths held in his care and also serve as a check against inappropriate referrals. Similarly, alternative programs that may be administered by private organizations need to know with reasonable predictability the numbers and kinds of youths they will serve. Also, the availability of public monies for alternative programs may tempt certain agencies to utilize a traditional service technology and "skim" referrals best suited to it. Written agreements should<sup>41</sup> keep alternative programs available to the juveniles who need them.

Our third conclusion also has been stated elsewhere. We cannot refrain from repeating it because we have had to go through 167 reports in order to extract the information presented here.

3. An information system should be created so that (a) use of secure detention, alternative programs, and release on parents' recognizance can be cross-tabulated at least by type of alleged offense, prior record, age, sex, race/ethnicity, and family composition and (b) terminations by types of placements from secure detention, alternative programs, and release on parents' recognizance status can be cross-tabulated with variables such as type of new offense, length of stay, and disposition as well as the variables listed in (a) above.<sup>42</sup>

When we drew that conclusion earlier we had in mind the special uses court officials could make of such information locally. Now we emphasize that such information must be available if the monitoring function of individual states is to be carried out effectively. Most states have been monitoring secure detention for juveniles for at least one or more years.

The information they are able to supply about it is woefully inadequate. Uniform procedures to collect and report data on juvenile admissions to centers and adult jails must be initiated if the intent of the 1974 Juvenile Justice and Delinquency Prevention Act is to be realized. Any state should, at a minimum, have the capacity to report data of the kinds suggested. It should have the capacity to follow local trends of arrests of juveniles, especially those for status offenses, and local trends in referral to court intake. Only in this way will the federal and state governments get the information they need to carry out their responsibilities. Federal financial assistance may be necessary to develop such reporting systems, the information from which could serve the interests of individual jurisdictions, states, and the Office of Juvenile Justice and Delinquency Prevention.

4. Overuse of secure detention is not a uniform national problem.

Detention practices in the western states result in higher rates of use of secure facilities there than in any other group of states.

In the past we have noted that the practices of a few states can affect national totals. Until we prepared the maps presented earlier, though, we had not focused clearly on the special problem of the West. When combined rates of admissions to jails and detention centers are examined, every state west of the 105th parallel of longitude is included in the highest quartile of use. Only two other jurisdictions (Tennessee and the District of Columbia) reported using detention centers and jails to such an extent.

Several western states also report higher rates of using jails to hold juveniles. Oregon, Idaho, Montana, Wyoming, Colorado, and New Mexico all fell within the highest quartile of use (as did the nonwestern states of

South Dakota, Iowa, Wisconsin, Arkansas, and Kentucky). Finally, the same states west of the 105th parallel that had the highest combined rates of admission to centers and jails also fell within the highest quartile of use of secure facilities for juveniles charged with status offenses.<sup>43</sup>

On the basis of this and earlier work, we believe that the reasons for these patterns may vary for different states. First we will discuss the state of California separately.

We dislike pointing to a single state as constituting a special problem, but we cannot ignore the fact that California is singular in the extent to which it has detained its children and youth. That state in 1975 had in use forty-five detention centers, 13 percent of all such facilities in the United States. It was detaining in them 3,713.3 youths per 100,000 aged 5 through 17 annually. Admissions numbered 179,391 in all. That number made up 34.5 percent of all youths detained in centers throughout the country. Also, a one-day count taken in 1975 reported 3,483 youths detained, 31.4 percent of all those similarly counted throughout the country. If the rate of detention characteristic of the United States as a whole--that is, all states for which information is available--had also characterized California, that state would have been detaining many fewer children.

The number detained in California is so extreme that it may be useful to view it from the perspective of the national statistics presented earlier, in table 7. In discussing that table we reported that in three LEAA regions 160,000 youths were detained in excess of what the national rate would have produced, given the size of the youth population living in those states. Of that number, 115,941, or 72.4 percent, were in the state of California.

There is a literature on detention practice in California. The main report is that of George Saleebey--Hidden Closets: A Study of Detention Practices in California.<sup>44</sup> Those concerned with the problem should read it. There is no way to reduce the use of secure detention in the United States to a reasonable level without affecting its misuse in California. Perhaps the implementation of recent legislation prohibiting detention of juveniles for status offenses will reduce the number reported detained in that state in future statistical series. We hope so. The magnitude of the problem has been so great that it probably could not be corrected in any way other than through legislation.

Detention practices in the other western states may be understood more clearly by recalling that the findings in this report suggest that use of jails and use of detention centers appear to result from different processes.

Rates of detaining juveniles in jails are most strongly correlated with rates of arrests of juveniles for status offenses. Rates of detaining juveniles in detention centers are most strongly correlated with the number of detention centers for juveniles in the states and then with the rates of referral to court (see table 12). The correlations among center detention rates, numbers of centers, and rates of referral to court have substantive meaning. Detention centers are used to hold juveniles referred to court and awaiting hearings. The meaning of the correlation between jail detention rates and rates of arrest of juveniles for status offenses is less obvious. To understand it we must recall that both rates covary with the size of the juvenile population. States with smaller populations of juveniles detain them in jails at higher rates; they also report higher rates of arrests of juveniles for status offenses. States with larger populations of juveniles

tend to use detention centers more frequently than jails and report lower rates of arrests of juveniles for status offenses. Most states with smaller juvenile populations also have fewer detention centers. A plausible interpretation is that states with smaller populations of juveniles may have arrested larger proportions of juveniles for status offenses and detained them in the most available facility--a jail.

We are suggesting that some of the less heavily populated mountain states in the West fall within the highest quartile of the combined rate distribution (admissions to centers and jails) because they make frequent use of jails, probably for juveniles arrested for status offenses. (The reader may wish to compare maps 3 and 4, paying special attention to the states of Oregon, Idaho, Montana, and Wyoming.) Other states in the West probably fall within the highest quartile for the combined rates because of their high rates of use of detention centers. (See maps 1 and 3, noting Washington, Nevada, Utah, and Arizona.) Finally, Colorado and New Mexico fall within the highest quartile of all three distributions: admissions to detention centers, admissions to jails, and admissions to both.

Our point is that viewing the practice of juvenile detention through data aggregated by state is difficult. Detention decisions usually are made locally, in substate jurisdictions. It seems likely that some local jurisdictions in the less heavily populated mountain states do not have easy access to a juvenile detention facility, arrest a large proportion of juveniles for status offenses, and hold them in local jails. Of course, other juveniles are arrested for criminal offenses and placed in jails as well. We do not wish to condone the jailing of juveniles for status offenses but neither do we wish to recommend expensive construction of secure juvenile

detention facilities to fill up. So, while it usually is not considered good form to justify the use of jails for juveniles, we do ask if there are not areas of the country where it would be less expensive to arrange secure, separate, and decent quarters in local jails for the small number of juveniles apprehended for criminal offenses that judges want held pending court hearing. We do know that in other places--such as the state of Massachusetts--police lockups are accepted by many as appropriate for holding juveniles for short periods of time. Detention centers, after all, are merely special jails for juveniles.

The data reported by those western states falling within the highest quartile of use of detention centers (and use of them for detaining juveniles for status offenses as well) suggest that local jurisdictions in those states were simply admitting large numbers of juveniles to their juvenile detention facilities unnecessarily. We have addressed this problem above and in the earlier work cited on the use of secure detention for juveniles and alternatives to its use. The main points are that secure detention is often misused and overused. Control of intake and planned use of alternative arrangements can reduce unnecessary use of detention.

5. Since 41 percent of the variance in jail detention rates was explained by juvenile arrest rates, police diversion programs should be considered as a means of reducing admissions of juveniles to jails.

It is difficult to draw conclusions about local practices from data aggregated by state. Our findings, however, suggest that the practice of jailing juveniles is strongly related to police contact. Police or sheriff departments are the first link in the juvenile justice process for most

juveniles held in jails. Diversion programs located at this entry point could effectively reduce the numbers of juveniles presented for admission to jail. Merely establishing police diversion programs, however, may not reduce admissions to jails. Such programs have been used instead for juveniles who otherwise would have been warned and released rather than, as we suggest, for juveniles who otherwise would be presented for admission to a secure facility.

6. Similarly, since 50 percent of the variance in center detention rates was explained by (a) number of centers and (b) rates of referral to court, the use of alternatives to detention and use of court diversion programs should be considered as strategies for reducing admissions to detention centers.

When detention centers are available, they are used. This is the implication of the variance (.32) in center detention rates explained by numbers of centers. Reports are available describing how administrative control over decisions made at detention intake can reduce the numbers of juveniles held.<sup>45</sup> Also, programs that can be used or alternatives to holding juveniles securely have been described in our previous work.<sup>46</sup>

Juveniles referred to court are often held in detention centers pending a hearing on the alleged offense. This is the meaning of the variance (.21) in center detention rates explained by rates of referral to court. Although it is smaller than that for number of centers, it is still important substantively. Court diversion programs could reduce admissions to detention centers by reducing numbers of juveniles processed formally beyond court intake.

7. The practice of detaining youths in secure facilities appears to be an enduring phenomenon resistant to change.

The trend analysis of use of juvenile detention centers revealed that states with higher rates of admissions in 1966 continued their patterns through 1975. We do not know if the reasons for detaining have changed or not: data on offenses are not available. We do know, however, that numbers of admissions to detention centers remained constant between 1966 and 1975, even though the size of the juvenile population declined. Comparable information for more recent years is not available yet. Changes in detention practices since passage of the Juvenile Justice and Delinquency Practice Act may have occurred more recently, but between 1966 and 1975 very little change is evident from these data.

## Notes

1. The data used in this report on individual states are for one-year periods ranging from as early as 1972 to as recently as 1977. Most data, however, are for the years 1975 or 1976. In no table is earlier or later information presented for more than 5 percent of the states. Because not all data are for the same year, the phrase "during the mid-1970s" is used to specify the dates collectively.
2. We would like to thank Mr. Paul Zolbe and the staff of the Uniform Crime Reports program for providing special tabulations of arrests of persons aged 18 and under, by state.
3. We reviewed either the 1977 or 1978 Comprehensive Criminal Justice Plan for each state except Montana and North Dakota. We also reviewed the 1977 Monitoring Reports on Deinstitutionalization of Status Offenders of every state participating in the 1974 Juvenile Justice and Delinquency Prevention Act.
4. National Center for Juvenile Justice, Respondents Panel State Profile Questionnaire (Pittsburgh, Pa.: National Center for Juvenile Justice, April 1977).
5. Arthur D. Little, Inc., Cost and Service Impacts of Deinstitutionalization of Status Offenders in Ten States: Responses to Angry Youth (Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, October 1977).
6. Donnell M. Pappenfort, Dee Morgan Kilpatrick, and Alma M. Kuby, Seven Types of Institutions, vol. 1 of A Census of Children's Residential Institutions in the United States, Puerto Rico, and the Virgin Islands: 1966, compiled by Donnell M. Pappenfort and Dee Morgan Kilpatrick, Social Service Monographs, 2d ser., number 4. 7 vols. (Chicago: School of Social Service Administration, University of Chicago, 1970), table 2, pp. 4-5.
7. U.S. Department of Justice, Children in Custody: A Report on the Juvenile Justice Detention and Correctional Facility Census of 1971 (Washington, D.C.: Government Printing Office, 1973), table 7, p. 24. Children in Custody reports for the years 1973, 1974, and 1975 also provided data.
8. State of Connecticut, 1978 Comprehensive Criminal Justice Plan (Hartford, Connecticut, 1977), p. 283.
9. State of Rhode Island, 1978 Comprehensive Criminal Justice Plan: Juvenile Justice Supplement (Providence, R.I., 1977), p. 1.

10. The following states acknowledged that their data were incomplete: Alabama, Florida, Georgia, Maine, Mississippi, North Carolina, Oregon, South Dakota, Virginia, and Wisconsin.

11. John L. Hutzler and Regina Marie Sestak, Juvenile Court Jurisdiction over Children's Conduct: A Statutes Analysis (Pittsburgh, Pa.: National Center for Juvenile Justice, 1977), p. 20.

12. Ibid., p. 20.

13. See, for example, New York State Division for Youth, Detention Study Unit, Juvenile Detention in New York State 1977: Policy and Practice (Albany, New York, 1977), p. 11.

14. We do recognize that children may be held in other types of facilities as well. The two most common types used to hold juveniles pending court adjudication are detention centers and adult jails. For consistency, juveniles reported as having been held in other types of facilities, such as shelter or group homes, were subtracted from the state detention data when such information was specified.

15. Mark M. Levin and Rosemary C. Sarri, Juvenile Detention: A Comparative Analysis of Legal Codes in the United States (Ann Arbor, Michigan: University of Michigan Press, 1974), p. 25.

16. Richard M. Ariessolin and Gordon Gonien, "Reducing the Juvenile Detention Rates," Juvenile Justice (1973): 31-32. Also see Elyce Z. Ferster, Edith N. Snethen, and Thomas C. Courtless, "Juvenile Detention: Protection, Preventing or Punishment?" Fordham Law Review 38 (1969): 1972; Rosemary Sarri, Under Lock and Key: Juveniles in Jails and Detention (Ann Arbor, Michigan: University of Michigan Press, 1974), p. 10.

17. A good review of the issues was included in the President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Juvenile Delinquency and Youth Crime (Washington, D.C.: Government Printing Office, 1967).

18. The quartile distributions shown on maps in this report divide states into four equal-sized (or as equal as possible) classes according to their scores in the given variable.

19. United States Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Service, National Jail Census, 1970: A Report on the Nation's Local Jails and Type of Inmates (Washington, D.C.: Government Printing Office, 1971), pp. 32-33.

20. \_\_\_\_\_, Census of Jails and Survey of Jail Inmates 1978 (Washington, D.C.: Government Printing Office, 1978), p. 3.

21. National Council on Crime and Delinquency, "Data Summary from Correction in the United States," in Commission on Law Enforcement, Task Force Report: Corrections (Washington, D.C.: Government Printing Office, 1967), pp. 115-212.

22. This figure is based on data covering more than one year. It therefore should be regarded as an estimate rather than a precise count. Also, we were unable to obtain any detention data from Indiana.

23. The eight states detaining over 75 percent of their juvenile offenders in adult jails were Idaho, Iowa, Kentucky, Maine, Montana, North Dakota, South Dakota, and Wyoming.

24. Use of the method of expected cases does not imply a judgment that the numbers of children estimated ought to be detained in secure facilities. It merely provides a basis for highlighting regional differences. For explanation of the method of calculation see A.J. Jaffe, Handbook of Statistical Methods for Demographers: Selected Problems in the Analysis of Census Data (Washington, D.C.: Government Printing Office, 1951), pp. 43-51.

25. National Probation and Parole Association, Standards and Guides for the Detention of Children and Youth (New York: National Probation and Parole Association, 1959), p. 18.

26. National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth (New York: National Council on Crime and Delinquency, 1961), p. 10.

27. U.S. House of Representatives, Committee on Education and Labor, Juvenile Justice and Delinquency Prevention Act of 1974: As Amended through October 3, 1977 (Washington, D.C.: Government Printing Office, 1977), p. 13.

28. Status detentions made up 27.3 percent of all juvenile detentions in the forty-two states shown in table 14. This ratio (27.3) is based on data covering a range of years. Since status detentions made up 26.3 percent of all the juvenile detentions in 1975 in the twenty-three states listed in table 13, we are reasonably confident that during the mid-1970s about one-quarter of the juveniles held in secure facilities were alleged to be status offenders.

29. Nine states reported no information on numbers of status detentions. These states had in 1975 a total juvenile population aged 5 through 17 of 5,277,000. The overall rate of the forty-two states with information produced a rate of 354 admissions of status offenders to centers and jails per 100,000 population aged 5 through 17. By applying this rate to the states with missing data, we estimate the number of status detentions during the mid-1970s to be about 186,561.

30. The number of juveniles held in secure facilities for alleged status offenses was not included in the following analyses because rates of detention for status offenses and for nonstatus offenses are highly correlated (.87). Classification of states according to their rates of status detention adds no new information and so has not been used.

31. Most variables used in the following analyses are rates. For example, the variable "jail detention rate" is calculated by dividing the number of youths held in adult jails in each state by the number of juveniles aged 5 through 17 residing in that state. Similarly, the variable "arrest rate" is calculated by dividing the total number of juveniles arrested in each state by the number of youths aged 5 through 17 residing there.

The appropriateness of using correlational and regression analyses with variables having common terms--in this case the denominator (number of youths aged 5 through 17)--has been questioned. For a detailed discussion see Glenn V. Fuguitt and Stanley Lieberman, "Correlation of Ratios or Difference Scores Having Common Terms," in Sociological Methodology: 1973-1974, ed. Herbert L. Costner (San Francisco: Jossey-Bass, 1974), pp. 128-44. Briefly, the argument against correlating ratio measures with common terms is that it produces spurious correlation coefficients. An alternative to using rates is to create ordinal measures based on a quartile distribution of the variable. For example, the distribution of the jail detention variable can be divided into quartiles and each quartile assigned a score of 1 to 4. The reduction of data to ordinal variables results in loss of information and raises a question about the appropriateness of using correlational and regression analyses on ordinal data. Nevertheless, such an analysis was performed to check on the findings obtained using rates. The reanalysis with ordinal measures produced the same results that had been obtained with ratio measures, although the correlations were somewhat smaller, giving us increased confidence that the findings had not been an artifact of common terms of the rates.

Another limitation of these data is the lack of uniform reporting periods. The years covered range from 1972 to 1977. Most of the information, however--about 95 percent--is for 1975. Correlating data from differing time periods raises questions about the reliability of the findings. It assumes that all the years are comparable or that there has not been any significant change over time. The validity of this assumption is influenced by the size of the unit of analysis. The larger the unit of analysis the more likely minimal change has occurred. One would expect data aggregated by state to be more stable than information on individuals. That is, data on individuals are subject to greater variation over time than state totals. As a partial check on this assumption we correlated state rates of admissions to juvenile detention centers for the years 1966, 1971, 1973, 1974, and 1975. The correlation of .74 between center detention rates in 1966 and in 1975--nearly a decade--indicates a general lack of change. The lack of change between the years 1973, 1974, and 1975 is even more dramatic: all the correlations are above .93. These findings, plus the fact that

about 95 percent of our data are for 1975, increase our confidence in the reliability of information presented in this paper.

32. The arrest classifications are those of the FBI's Uniform Crime Reports. The offenses included that are not illegal if committed by an adult are running away, liquor law violations, and curfew and loitering violations. Those offenses were subtracted from the total numbers of offenses reported and are referred to in this report as arrests for status offenses. The remaining offenses are referred to as arrests for criminal acts. The combined total of arrests for status offenses and for criminal acts is referred to as juvenile arrests. See U.S., Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports, Crime in the United States: 1975 (Washington, D.C.: Government Printing Office, 1975) for the offenses tabulated by the FBI. For a good review of the limitations of official arrest statistics, see Franklin E. Zimring, "The Serious Juvenile Offender: Notes on an Unknown Quantity," in Serious Juvenile Offender: Proceedings of a National Symposium Held in Minneapolis, Minnesota on September 19 and 20, 1977 (Washington, D.C.: Government Printing Office, 1978), pp. 13-17.

33. See Hubert M. Blalock, Social Statistics (New York: McGraw-Hill Book Company, 1972), pp. 437-40.

34. For a discussion of regression analysis see Blalock, Social Statistics, pp. 361-70.

35. Data for 1966 were obtained from Pappenfort, Kilpatrick, and Kirby, Seven Types of Institutions. Data for 1971, 1973, 1974, and 1975 were obtained from U.S. Department of Justice, Children in Custody.

36. The accuracy of correctional data based on one-day counts has been questioned. Sociologist Paul Lerman notes that "one-day counts and admissions data yield sharply different perceptions of the relative dominance of correctional responses." (Paul Lerman, "Discussion of Different Selection of Juveniles for Detention," Journal of Research in Crime and Delinquency 14 (1977): 168. As a partial check on the validity of the center detention data presented in this section, we correlated the states' annual rates of admissions to detention centers in 1975 with the rates based on one-day counts for the same year. The correlation of .84 suggests that for admissions to detention centers one-day counts do provide an accurate estimate of the relative use of such facilities. That is, states that have higher annual rates of admissions to centers also tend to have higher one-day counts. Therefore, we feel fairly confident that the data presented in this section do provide an accurate overview of the changes in the use of juvenile detention centers that have occurred since 1966.

37. National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, 2d ed. (New York: National Council on Crime and Delinquency, 1961).

38. Donnell M. Pappenfort and Thomas M. Young, Use of Secure Detention for Juveniles and Alternatives to Its Use (Chicago: School of Social Service Administration, The University of Chicago, 1977).

39. Ibid. See, for example, table 2, p. 39.

40. Ibid., pp. 138-39.

41. Ibid., p. 140.

42. Ibid., p. 141.

43. Information on admissions of juveniles charged with status offenses to detention centers and jails was not available for three states: Nevada, Utah, and Wyoming.

44. George Saleebey, Hidden Closets: A Study of Detention Practice in California (Sacramento: California Youth Authority, January, 1975), pp. 59-63.

45. See, for example, Walter G. Whitlatch, "Practical Aspects of Reducing Detention Home Population," Juvenile Justice 24 (1973): 17-29; Gary L. Hunstad, Detention Control in San Diego County: 1975 (Sacramento: California Youth Authority, Division of Research, 1975).

46. Pappenfort and Young, Use of Secure Detention for Juveniles and Alternatives to Its Use, pp. 74-115.

Appendix  
Data Sources

| State       | Document                                                                                                                            |
|-------------|-------------------------------------------------------------------------------------------------------------------------------------|
| Alabama     | State of Alabama, <u>1978 Comprehensive Criminal Justice Plan</u> . Montgomery, Ala.                                                |
|             | State of Alabama, <u>1977 Monitoring Report on Deinstitutionalization and Separation</u> . Montgomery, Ala.                         |
| Alaska      | State of Alaska, <u>1978 Comprehensive Criminal Justice Plan</u> . Juneau, Alaska.                                                  |
| Arizona     | State of Arizona, <u>1978 Comprehensive Criminal Justice Plan</u> . Phoenix, Ariz.                                                  |
| Arkansas    | State of Arkansas, <u>1978 Comprehensive Criminal Justice Plan</u> . Little Rock, Ark.                                              |
| California  | State of California, <u>1977 Comprehensive Criminal Justice Plan</u> . Sacramento, Calif.                                           |
|             | State of California, <u>Report on Juvenile Detentions Exceeding 24 Hours in Jails or Lockups in California</u> , Sacramento, Calif. |
| Colorado    | State of Colorado, <u>1978 Comprehensive Criminal Justice Plan</u> . Denver, Colo.                                                  |
| Connecticut | State of Connecticut, <u>1978 Comprehensive Criminal Justice Plan</u> . Hartford, Conn.                                             |
| Delaware    | State of Delaware, <u>1977 Monitoring Report on Deinstitutionalization and Separation</u> . Wilmington, Del.                        |
|             | Personal correspondence, Ocia Lindl, Family Court of Delaware, Oct. 1978.                                                           |

Data Sources - Continued

| State                | Document                                                                                                                                                                                                                                                    |
|----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| District of Columbia | <u>District of Columbia, 1977 Comprehensive Criminal Justice Plan.</u> Washington, D.C.                                                                                                                                                                     |
| Louisiana            | <u>State of Louisiana, 1978 Comprehensive Criminal Justice Plan.</u> Baton Rouge, La.                                                                                                                                                                       |
| Maine                | Children and Youth Services Planning Project, <u>Comprehensive Blue Print.</u> Augusta, Maine, 1977.<br><br><u>State of Maine, 1977 Monitoring Report on Deinstitutionalization and Separation.</u> Augusta, Maine.                                         |
| Maryland             | Maryland Department of Health and Mental Hygiene, Department of Juvenile Services, <u>Annual Report, 1976 Fiscal Year.</u> Towson, Md., 1976.<br><br><u>State of Maryland, 1977 Monitoring Report on Deinstitutionalization and Separation.</u> Towson, Md. |
| Massachusetts        | <u>State of Massachusetts, 1978 Comprehensive Criminal Justice Plan.</u> Boston, Mass.<br><br><u>State of Massachusetts, 1977 Monitoring Report on Deinstitutionalization and Separation.</u> Boston, Mass.                                                 |
| Michigan             | <u>State of Michigan, 1978 Comprehensive Criminal Justice Plan.</u> Lansing, Mich.                                                                                                                                                                          |
| Minnesota            | <u>State of Minnesota, 1978 Comprehensive Criminal Justice Plan.</u> Minneapolis, Minn.<br><br><u>State of Minnesota, 1977 Monitoring Report on Deinstitutionalization and Separation.</u> Minneapolis, Minn.                                               |

Data Sources - Continued

| State         | Document                                                                                                                                                                                                                                            |
|---------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Mississippi   | State of Mississippi, <u>1978 Comprehensive Criminal Justice Plan</u> . Jackson, Miss.                                                                                                                                                              |
| Missouri      | State of Missouri, <u>1978 Comprehensive Criminal Justice Plan</u> . Jefferson, Mo.<br><br>Missouri Juvenile Officers Association, <u>Comprehensive Survey of Status Offenders and Juvenile Detention in Missouri: 1975</u> . Jefferson, Mo., 1976. |
| Montana       | State of Montana, <u>1977 Monitoring Report on Deinstitutionalization and Separation</u> . Billings, Mont.<br><br>Personal correspondence, Steve Nelson, Juvenile Justice Planner, Board of Crime Control. Billings, Mont., October 1978.           |
| Nebraska      | Nebraska Commission on Law Enforcement and Criminal Justice, <u>Juvenile Offense Processed by County Courts: Juvenile Court Report--1976</u> . Omaha, Neb., 1975.                                                                                   |
| New Hampshire | State of New Hampshire, <u>1978 Comprehensive Criminal Justice Plan</u> . Concord, N.H.<br><br>State of New Hampshire, <u>1977 Monitoring Report on Deinstitutionalization and Separation</u> . Concord, N.H.                                       |
| New Jersey    | State of New Jersey, <u>1978 Comprehensive Criminal Justice Plan</u> . Trenton, N.J.                                                                                                                                                                |
| New York      | New York Division for Youth, Detention Study Unit, <u>Juvenile Detentions in New York State 1977: Policy and Practices</u> . New York, N.Y., 1977.                                                                                                  |

Data Sources - Continued

| State          | Document                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| New York       | State of New York, <u>1978 Comprehensive Criminal Justice Plan</u> . Albany, N.Y.                                                                                                                                                                                                                                                                                                                                                                     |
| North Carolina | State of North Carolina, <u>1978 Comprehensive Criminal Justice Plan</u> . Durham, N.C.                                                                                                                                                                                                                                                                                                                                                               |
| North Dakota   | North Dakota Social Services Board. <u>Juvenile Court and State Youth Authority: Delinquency, Dependency and Neglect Special Proceedings</u> . Bismark, N.Dak., 1977.                                                                                                                                                                                                                                                                                 |
| Ohio           | State of Ohio, <u>1978 Comprehensive Criminal Justice Plan</u> . Columbus, Ohio.<br><br>State of Ohio, <u>1977 Monitoring Report on Deinstitutionalization and Separation</u> . Columbus, Ohio.                                                                                                                                                                                                                                                       |
| Oklahoma       | State of Oklahoma, <u>1978 Comprehensive Criminal Justice Plan</u> . Oklahoma City, Okla.                                                                                                                                                                                                                                                                                                                                                             |
| Oregon         | State of Oregon, <u>1978 Comprehensive Criminal Justice Plan</u> . Salem, Oreg.<br><br>Oregon Law Enforcement Council, <u>Analysis and Recommendation Pertaining to Oregon's Participation in P.L. 93-415: A Feasibility Study Addressing the Cost Implication to the State and Local Units of Government that Would Report from Oregon's Participation in P.L. 93-415, The Juvenile Justice and Delinquency Prevention Act</u> . Salem, Oreg., 1977. |

# Data Sources - Continued

| State          | Document                                                                                                                                 |
|----------------|------------------------------------------------------------------------------------------------------------------------------------------|
| Pennsylvania   | <u>State of Pennsylvania, 1978</u><br><u>Comprehensive Criminal Justice</u><br><u>Plan. Harrisburg, Pa.</u>                              |
|                | <u>State of Pennsylvania, 1977</u><br><u>Monitoring Report on Deinstitution-</u><br><u>alization and Separation.</u><br>Harrisburg, Pa.  |
| Rhode Island   | <u>State of Rhode Island, 1978</u><br><u>Comprehensive Criminal Justice</u><br><u>Plan. Providence, R.I.</u>                             |
|                | <u>State of Rhode Island, 1977</u><br><u>Monitoring Report on Deinstitution-</u><br><u>alization and Separation.</u><br>Providence, R.I. |
| South Carolina | <u>State of South Carolina, 1978</u><br><u>Comprehensive Criminal Justice</u><br><u>Plan. Columbia, S.C.</u>                             |
| South Dakota   | <u>State of South Dakota, 1978</u><br><u>Comprehensive Criminal Justice</u><br><u>Plan. Pierre, S.Dak.</u>                               |
| Tennessee      | <u>State of Tennessee, 1978 Compre-</u><br><u>hensive Criminal Justice Plan.</u><br>Nashville, Tenn.                                     |
|                | <u>State of Tennessee, 1977 Monitor-</u><br><u>ing Report on Deinstitutionaliza-</u><br><u>tion and Separation.</u> Nashville,<br>Tenn.  |
| Texas          | <u>State of Texas, 1978 Comprehensive</u><br><u>Criminal Justice Plan.</u> Austin,<br>Tex.                                               |
|                | <u>State of Texas, 1977 Monitoring</u><br><u>Report on Deinstitutionalization</u><br><u>and Separation.</u> Austin, Tex.                 |

Data Sources - Continued

| State      | Document                                                                                                                                                                                                                                                                                                 |
|------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Texas      | State of Texas, Texas Judicial Council. <u>Texas Juvenile Probation Report: Statistical and Other Data on the State Juvenile Justice System for Calendar Year 1976.</u> Austin, Tex., 1975.                                                                                                              |
| Utah       | State of Utah, <u>1978 Comprehensive Criminal Justice Plan.</u> Salt Lake City, Utah.<br><br>John Howard Association. <u>Unified Corrections Study of the State of Utah, Final Report. A Study for the Social Services Study Committee of the Legislature of the State of Utah.</u> Chicago, Ill., 1976. |
| Vermont    | Personal correspondence, Robert Squiert, Dept. of Corrections. Montpelier, Vt., October 5, 1978.<br><br>State of Vermont, <u>1977 Monitoring Report on Deinstitutionalization and Separation.</u> Montpelier, Vt.                                                                                        |
| Virginia   | State of Virginia, <u>1978 Comprehensive Criminal Justice Plan.</u> Richmond, Va.<br><br>State of Virginia, <u>1977 Monitoring Report on Deinstitutionalization and Separation.</u> Richmond, Va.                                                                                                        |
| Washington | State of Washington, Law and Juvenile Planning Office, <u>1976 Washington State Juvenile Court Statistics and Trend Analysis.</u> Olympia, Wash., 1977.                                                                                                                                                  |

Data Sources - Continued

| State         | Document                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|---------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Washington    | State of Washington, <u>1977 Monitoring Report on Deinstitutionalization and Separation</u> . Olympia, Wash.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| West Virginia | State of West Virginia, <u>1978 Comprehensive Criminal Justice Plan</u> . Charleston, W.V.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Wisconsin     | State of Wisconsin, <u>1978 Comprehensive Criminal Justice Plan</u> . Madison, Wis.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| Wyoming       | State of Wyoming, <u>1978 Comprehensive Criminal Justice Plan</u> . Cheyenne, Wyo.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Other Sources | <p>Arthur D. Little, Inc., <u>Cost and Service Impacts of Deinstitutionalization of Status Offenders in Ten States: "Responses to Angry Youth,"</u> Office of Juvenile Justice and Delinquency Prevention, Washington, D.C., October 1977.</p> <p>National Center for Juvenile Justice, <u>Respondents Panel State Profile Questionnaire</u>. Pittsburgh, Pa., April 1977.</p> <p>Donnell M. Pappenfort, Dee Morgan Kilpatrick, and Alma M. Kuby, <u>A Census of Children's Residential Institutions in the United States and the Virginia Islands: 1966</u>. Social Service Monographs, second ser. The School of Social Service Administration, The University of Chicago, 1970.</p> <p>The Department of Justice, <u>Children in Custody Reports: 1971</u>. Washington, D.C.: Government Printing Office.</p> |

Data Sources - Continued

| State | Document                                                                                                            |
|-------|---------------------------------------------------------------------------------------------------------------------|
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|       | The Department of Justice, <u>Children in Custody Reports: 1974</u> . Washington, D.C.: Government Printing Office. |
|       | The Department of Justice, <u>Children in Custody Reports: 1975</u> . Washington, D.C.: Government Printing Office. |

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